

POLICIES AND PRACTICES IN PUBLIC PERSONNEL
ADMINISTRATION

*Report of the Committee on
Recruiting Applicants for the Public Service
of the
Civil Service Assembly of the United States and Canada*

**RECRUITING APPLICANTS
FOR THE PUBLIC SERVICE**

Committee on
RECRUITING APPLICANTS FOR THE PUBLIC SERVICE
of the
CIVIL SERVICE ASSEMBLY
of the United States and Canada

Chairman: J. DONALD KINGSLEY
Antioch College

RUSSELL BARTHELL
University of California

GEORGE D. HALSEY
Farm Credit Administration

GEORGE C. BROWN
Los Angeles County Civil
Service Commission

WILLIAM F. HOWELL
United States Civil Service
Commission

STANLEY W. CROSTHWAITE
United States Office of
Petroleum Coordinator

MILTON M. MANDELL
War Production Board

WILLIAM J. ELLIS
New Jersey State Department
of Institutions and Agencies

HENRY J. MCFARLAND, JR.
New York State Department of
Civil Service

WILLIAM B. FOLGER
County of Westchester, New York

LAWSON A. MOYER
United States Civil Service
Commission

IRVING GOLD
New York State Department of
Civil Service

JAMES K. POLLOCK
University of Michigan

GEORGE GRAHAM
Princeton University

EMIL WACHTEL
Office for Emergency Management

GERALD GRAZE
United States Civil Service
Commission

EDGAR B. YOUNG
United States Bureau of the Budget

MAJOR FRED ZAPPOLO
United States Army

**RECRUITING APPLICANTS
FOR THE
PUBLIC SERVICE**

A Report Submitted to the
CIVIL SERVICE ASSEMBLY

By the Committee on
Recruiting Applicants for the Public Service

J. DONALD KINGSLEY, Chairman

**CIVIL SERVICE ASSEMBLY
OF THE UNITED STATES AND CANADA**

CHICAGO: 1942

Copyright, 1942, by the
Civil Service Assembly of the United States and Canada

First Printing, 1942
Second Printing, 1948

Foreword

THE management of governmental affairs has become increasingly important as the activities of governments have grown in magnitude and broadened in scope, particularly during the last quarter of a century. This has led inevitably to an intensification of interest in problems relating to personnel administration—a function that is an essential and integral part of over-all management. The rapid extension and improvement of merit systems in national, state, and local governments and the renewed interest of many important groups in public personnel problems have marked this development during the last few years. All interested groups, including public personnel workers themselves, have long felt the serious need for a searching review and appraisal of existing personnel policies and practices and the formulation of proposals for the more complete and satisfactory performance of personnel activities. Plans for meeting this need were approved by the Executive Council of the Civil Service Assembly in 1937. The present report is one of a series which, when completed, will bring together for the first time a set of authoritative and forward-looking volumes dealing with the major phases of public personnel administration.

More than sixty outstanding personnel officials, general administrators, technical and research workers, educators, and representatives of civic, professional, and employee groups actively participated in the preliminary planning of this huge undertaking. It was agreed that the final findings and reports resulting from this comprehensive effort would be based upon special field studies of public personnel policies and practices, which would be supplemented by information obtained from existing studies and reports dealing with personnel problems and by the ideas and suggestions of those who were in a position to make helpful contributions because of their training or experience. It was further agreed that the reports should not be the work

of one person, or of a small group of persons, professing omniscience in the field. It was felt that the final reports should be the product of group effort and group thinking, which could be realized through the appointment of a series of committees whose members would give their time, energies, and ideas to make the undertaking successful.

To collect and appraise facts regarding present public personnel policies and practices, a specially recruited staff conducted field studies covering twenty-two different public personnel agencies selected because of their differences in size, location, and problems. In each jurisdiction one or more members of this field staff conducted intensive interviews with personnel administrators, technicians, departmental administrators and supervisors, political leaders, and representatives of organized employee associations. Approximately four hundred persons were interviewed during the course of the field studies. Complete notes were made of these interviews. Information and suggestions obtained in this way were supplemented by a careful study and review of other materials, such as: appropriate legislation; annual and special reports of the personnel agencies; special studies and memoranda regarding the work of the personnel agencies which had been prepared by outside organizations and disinterested persons; personnel tests, forms, records, statistics, and methods; and finally, actual observations of the agencies' operations. On many occasions, significant and helpful documentary material not ordinarily available to a researcher was placed at the disposal of the field staff.

As a result of this work, a detailed case history was prepared for each agency covered by the survey. Each case history included statements of fact regarding the personnel policies and practices of the agency; ideas and suggestions obtained from those interviewed, from reports, and from other sources; a critical appraisal of the policies and practices of the agency as they were actually working; and suggestions for changes and improvements which originated with those interviewed or members of the survey staff. The information and suggestions included in each case history were gathered and organized according to a

prearranged plan that made it possible to classify the material into broad categories corresponding to certain major aspects of public personnel administration.

The case histories and all other available materials were then placed in the hands of a number of committees for use as basic information in the preparation of final reports. Each committee was given the task of preparing a report dealing with a specified functional subject in the field of public personnel administration. In addition to the case histories, the committees were given access to supplementary descriptive and interpretative material regarding many agencies not covered by the field survey; special reports and theses relating to the work of personnel agencies and to technical and administrative problems in personnel administration; selected bibliographies; and other materials brought together by the Assembly's Headquarters Office in connection with its regular activities as a clearing house in the field of public personnel administration. Committee chairmen and members were encouraged to augment this material by consulting with persons and groups who were in a position to make substantial contributions of ideas and facts and by conducting special investigations and researches. Through the occasional issuance of memoranda and special notes, all committee members were kept currently informed of the progress being made and the problems being faced by participants in the undertaking.

Following a procedure approved by the Assembly's Executive Council regarding each committee, one person was appointed by the President of the Assembly to serve as chairman of an advisory committee to prepare an appropriate report on the particular subject or phase of public personnel administration assigned to it. The members of each committee were chosen because of their interest in, and knowledge of, the matter falling within the committee's general jurisdiction, and because of the diverse viewpoints which they could bring to the committee's work. More than three hundred persons have served on the several committees. About one-half of them are persons actively engaged in public personnel administration. The other half are general administrators, educators, industrial personnel workers,

and leading members or representatives of civic and professional groups, governmental research associations, and employee organizations.

It has been the responsibility of each chairman to initiate and coordinate the activities of his committee. The work methods of the several chairmen have naturally differed. Some have used their committees largely as sounding boards on various problems or proposals referred to them and have asked committee members to review outlines and manuscripts and to offer their comments, criticisms, and suggestions for the purpose of injecting the influence of their composite views and experiences into the final reports. Others have asked individual committee members to assume the task of bringing together all necessary material regarding a particular segment of the committee's assignment and to prepare a corresponding section of the final report. It has been the chairman's responsibility, without obtaining formal action by the committee, to reconcile differences of approach and to mold his own ideas and materials and those submitted by his committee members into a final integrated report. This procedure has made it possible for each report to represent the collective contributions of outstanding thinkers and doers in public personnel administration, and of persons engaged in other fields who have the vision, imagination, and freedom from professional introversion to propound the broad principles and objectives that should determine the role of personnel administration in the over-all scheme of public affairs.

At the very inception of the undertaking, it was stressed that each report should represent a synthesis of the most effective and desirable policies and practices on a particular phase of public personnel administration. It was contemplated that each report would be more than a mere tallying of existing practices and malpractices, and that it would thus be qualitative rather than quantitative. It was also agreed that each report would not only carry the story of the effective steps which had been taken by personnel agencies to reach certain objectives, but would go further and project beyond present policies and practices to more desirable or acceptable ones.

Any statement regarding the undertaking would be incomplete without acknowledgment of the contributions which have been received from a number of individuals and organizations. Members of the Assembly's Headquarters Office staff, past and present, have made substantial contributions and rendered effective help throughout the various phases of the project. The broad general outline of the study as a whole was first conceived by G. Lyle Belsley, then Director of the Headquarters Office. He, together with Henry F. Hubbard and Maxwell A. DeVoe, laid the foundation for the study and devised the procedures for its execution. Mr. DeVoe was responsible for the immediate supervision of the special field staff originally engaged in gathering information contained in the case studies and for coordinating the efforts of the several committees participating in the preparation of final reports. John Steven and Doris Haney Jones assisted ably in the gathering of the material contained in the various case studies. With the departure of Mr. DeVoe from the staff, the work of coordinating committee activities and the editorial work involved in preparing the various reports for publication have been the responsibility of Jeremiah Donovan.

Sincere appreciation is hereby tendered to the many public-spirited persons who, without compensation, took an active and helpful part in planning this undertaking and bringing it to its present stage of completion. Great help and much useful information have been made available to the Assembly in connection with this effort by the associations of public agencies and public officials located in the same building as the Assembly's Headquarters Office at 1313 East 60th Street, Chicago, as well as by various other organizations throughout the country. Acknowledgment is made for the assistance rendered by Public Administration Service throughout the process of printing and publishing this report. The Assembly is grateful to the several copyright holders who have permitted the quotations of copyrighted materials in the report. Finally, the entire undertaking was made possible through the finances generously provided by the Spelman Fund of New York. Without this assistance, it would be impossible for the undertaking to achieve the intended goals.

Committee chairmen and members have been able to take only a limited amount of time away from their regular activities for the purpose of carrying forward the undertaking. This fact, together with unforeseeable difficulties encountered by various committees, has made it impossible for all reports of the series to be finished simultaneously or in schematic order. It has therefore been decided to publish the reports, for the most part, in the order of their completion.

This report, *Recruiting Applicants for the Public Service*, like all others in the series, is a document which a committee has prepared and submitted to the Civil Service Assembly. The information and recommendations presented in its pages represent the collective thinking of the chairman and his committee. It is to be stressed, however, that the report was not prepared with a view toward official approval or formal adoption by the Civil Service Assembly, its Executive Council, or its Headquarters staff, and no action of this nature is contemplated. The report is, however, as forward-looking and authoritative as an able chairman and a group of competent associates have been able to make it.

JAMES M. MITCHELL, *Director*
Civil Service Assembly

Preface

THIS report is the collective product of the members of the Civil Service Assembly Committee on Recruiting Applicants for the Public Service. As chairman of that committee, I took responsibility for the preliminary definition of the scope and content of the report and prepared the original outline of the project. But I was assisted at every turn by the criticisms and suggestions of other committee members, and the outline we finally followed reflected in many instances their active cooperation. It was also my function to serve as coordinator, to assign various sections of the report to particular individuals, to undertake the harmonization of differences, and to act as general editor of the manuscript. While all members of the committee contributed to this final result, a few deserve particular mention for their contributions. They are: Mr. Fred Zappolo, who prepared the preliminary memorandum on Chapter II; Professor Russell Barthell and Mr. Irving Gold, who prepared preliminary memorandums on Chapter III; Messrs. George C. Brown and William Howell who contributed preliminary memorandums on Chapter V; and Messrs. George D. Halsey and Edgar B. Young, who performed similar functions in respect to Chapter VI. Although credit should go to these individuals for their contributions to these sections of the report, they cannot be held entirely responsible for the final draft. I undertook in each instance to rework their materials in a manner consistent with the remainder of the report. I am also primarily responsible for Chapters I, IV, and VII.

The first draft of the report was circulated to all members of the committee for their comments and suggestions, which were generously given. In so far as possible, I undertook to incorporate their suggestions in the final draft and to take all criticisms into account. In a few instances, however, conflicting viewpoints were represented and I used my prerogative as chairman to choose between them. The report represents the collec-

tive views of the committee, but it is obvious that no individual committee member can be held responsible for each idea presented.

In conclusion, I take this opportunity to thank the members of the committee for their conscientious participation in this project. Their suggestions and criticisms were invaluable and their patience boundless. It is, perhaps, unnecessary to add that we also received the fullest possible assistance from the Headquarters Office staff of the Civil Service Assembly.

J. DONALD KINGSLEY

Antioch College
Yellow Springs, Ohio

Contents

FOREWORD	v
PREFACE	xi

Chapter I. THE PROBLEM AND ITS SETTING

BACKGROUND OF RECRUITMENT PROBLEMS	3
The Negative Concept of Recruitment	4
The Quest for Competence	8
A General Theory of Recruitment	9
THE CONCEPT OF POSITIVE RECRUITMENT	13
Characteristics of Positive Recruitment	14
Positive Recruitment Methods	14
Results of Positive Recruitment	15
FACTORS AFFECTING THE AREA OF RECRUITMENT	15
State of Labor Market	16
Differences in Public and Private Recruitment	17
Specific Limitations on the Area of Selection	18
Other Personnel Policies and Procedures	19
RESPONSIBILITY FOR POSITIVE RECRUITMENT	23
FUNCTIONAL STEPS IN A POSITIVE PROGRAM OF RECRUITMENT	24

Chapter II. BROAD LINES OF THE POSITIVE RECRUITMENT PROGRAM

I. ANTICIPATORY RECRUITMENT	25
Elements of a Desirable Program	32
II. DIRECT RECRUITING ACTIVITIES	34
MEDIA FOR RECRUITING TO SCHEDULED EXAMINATIONS	34
Direct Mail Contact with Potential Applicants	37
Circulation of Posters and Literature	38
Newspaper Publicity	40
Radio Publicity	42
MEDIA AND METHODS FOR SELECTIVE RECRUITMENT	44
Classified Mailing Lists	44
Selective Advertising	46
Personal Contact with Major Sources	47
Contacts with Civil Servants in Related Fields	48
RECRUITMENT IN CLOSED PROMOTIONAL COMPETITIONS	49
Determining the Promotional Area	49
Publicizing the Promotional Examination	50
Use of Personnel Records as a Basis for Recruitment	50
MEASURING THE EFFECTIVENESS OF RECRUITING ACTIVITIES	51

Chapter III. DETERMINING AND FORECASTING PERSONNEL NEEDS

POTENTIAL SOURCES OF DEMANDS FOR PERSONNEL	54
ANTICIPATING DEMANDS FOR PERSONNEL	57
FORMAL AIDS FOR DETERMINING THE NEED FOR PERSONNEL . .	63
EVALUATION OF CURRENT PROCEDURES AND PRACTICES . . .	68

Chapter IV. DEVELOPING THE DIRECT RECRUITMENT PROGRAM

EXAMINATION SCHEDULES	73
Time Periods in Schedule Planning	74
Periodicity in Direct Recruitment	77
FACTORS AFFECTING SCHEDULE PLANNING	79
General Factors	79
Specific Factors	81
DETERMINATION OF THE SCHEDULE	84
THE FORMAL EXAMINATION ANNOUNCEMENT	85
Contents of the Announcement	87
Form of Announcement	89
USES OF THE FORMAL EXAMINATION ANNOUNCEMENT	90
Place of the Announcement in Direct Recruiting . . .	91
Distribution	93
IMPROVING THE FORMAL EXAMINATION ANNOUNCEMENT . .	94
RESPONSIBILITY FOR PREPARATION	96
LEGAL REQUIREMENTS	97

Chapter V. APPLICATION PROCEDURE IN PUBLIC RECRUITMENT

PURPOSES SERVED BY THE APPLICATION FORM	100
THE DESIGN OF THE APPLICATION BLANK	103
The Size of the Form	104
Number of Pages	105
Layout	106
Phraseology and Typography	107
Color	108
THE CONTENT OF THE APPLICATION BLANK	108
Introductory Directions and Information	109
Identifying Data	111
Eligibility Data	114
Experience and Training	117
Preference Status	118
Personal History (Habits, Arrests, Etc.)	119

Health	122
Notarized Oath or Signed Certificate	123
Miscellaneous	123
Some Features Involving Administrative Policy	123
IMPROVING THE SELECTIVE QUALITY OF APPLICATIONS	127
SUMMARY OF DESIRABLE CHARACTERISTICS	128
THE ISSUANCE OF APPLICATIONS	129
Time of Issuing Applications	130
Place and Method of Issuance	131
Other Questions of Policy	133
THE RECEIPT OF APPLICATIONS	134
Time for Receipt of Applications	134
Place of Receiving Applications	136
INCIDENTAL FEES AND CHARGES	136
Examination or Filing Fees	136
Notarization Fees	139
Miscellaneous Charges	139

Chapter VI. THE PRE-EXAMINATION AUDIT OF APPLICATIONS

Checking Completeness of Data	141
Is the Applicant Legally Eligible for Examination?	143
Does the Applicant Meet Minimum Entrance Qualifications?	144
EFFECT OF PRE-EXAMINATION AUDIT OF APPLICATIONS	145
PERSONNEL FOR AUDIT OF APPLICATIONS	146
THE ACTUAL REVIEW	149
Clerical Review: Technical Review	149
ADMINISTRATIVE POLICIES GOVERNING APPLICATION AUDIT	152
Authority Responsible for Final Decision	152
Policy in Handling Borderline Cases	153
Submission of Additional Information	154
Effect of Acceptance of an Application	154
Rejection for Fraud or Misrepresentation	155
Right of Appeal from Rejection	155
NOTIFICATION OF REJECTED APPLICANTS	156
Form and Text of Notification	156
Time of Notice	157
PROCEDURE FOR NOTIFYING ACCEPTED APPLICANTS	158
Assignment to Examination Center	158
Form of Notification	158
Text of Notice: Time of Notice	159

HANDLING APPLICATIONS PRIOR TO EXAMINATION	160
Filing Applications	160
Disposing of Rejected Applications	162

Chapter VII. RECRUITING FOR CAREERS

PRINCIPAL STEPS IN A RECRUITMENT PROGRAM	164
--	-----

Bibliography	169
-------------------------------	------------

Tables

I. Content of Examination Announcements	88
II. Characteristics of Examination Announcements	89
III. Major Content of Representative Application Forms	101
IV. Application and Examination Fees, 1942	138

Appendices

Figure 1. News Release (Missouri Merit System Council)	176
Figure 2. Examination Announcement (State of Kansas)	177
Figure 3. Examination Announcement (United States Civil Service Commission)	179
Figure 4. Examination Announcement (San Diego County, California)	181
Figure 5. Examination Announcement (San Diego City, California)	182
Figure 6. Examination Announcement (St. Paul, Minnesota)	183
Figure 7. Special Recruitment Letter (Milwaukee County, Wisconsin)	184
Figure 8. Request for Examination Announcements (State of Minnesota)	185
Figure 9. Application Form (State of Indiana)	187
Figure 10. Application Form (San Diego County, California)	189
Figure 11. Application Form (United States Civil Service Commission)	191
Figure 12. Application Form (Evanston, Illinois)	195
Figure 13. Communication to Applicants (Detroit, Michigan)	199
Figure 14. Notice to Applicants (State of Alabama)	200

Chapter I

The Problem and Its Setting

PUBLIC recruitment may be defined as that process through which suitable candidates are induced to compete for appointments to the public service. It is thus an integral part of a more inclusive process—selection—which also includes the procedures of examination and certification. Recruitment is the first step in the employment program, and in a fundamental sense the success of that entire program depends upon the efficacy of recruitment policies and upon the procedures through which they are executed. Unless candidates of capacity and character are persuaded to present themselves for examination, no amount of subsequent management will produce a high-grade public service. This fact has long been recognized, and recruitment is everywhere regarded as the core of the personnel process. “No element of the career service system is more important,” concludes the Commission of Inquiry on Public Service Personnel, adding that a recruitment policy “improperly analyzed, or inconsistently determined,” can wreck the entire personnel program.¹

The questions dealt with in this report are therefore of critical importance. To a considerable degree the future quality of our public services will depend upon their proper resolution. Yet, despite this fact, relatively few public personnel agencies in the United States have given adequate consideration to recruitment policy, and those that employ progressive procedures in this area of their operations represent only a small fraction of the whole.

This report is divided into a number of sections, corresponding to various phases of the problem. Basically, however, it is in two parts. The first is a general section, dealing in broad

¹ Commission of Inquiry on Public Service Personnel, *Better Government Personnel* (New York: McGraw-Hill, 1935), p. 37.

outline with the setting of recruitment questions and with some of the more fundamental aspects of recruitment policy. The second, comprising the main body of the report, deals with the development and administration of a positive recruiting program. The first is perhaps theoretical; the second, practical. Yet, in a fundamental sense, the two parts are interrelated and cannot logically be separated.

Lest the reader be misled, it is desirable to mention early in the report that it is not intended to serve as a handbook containing pat solutions to the many specific recruiting problems with which personnel agencies are faced today. In many instances, the roots of recruiting problems may be traced to underlying misconceptions of recruiting philosophy—misconceptions of means as well as objectives—or to a source actually remote from the immediate area of the problem itself. The purpose of the report is to clarify the issues at stake, to propose a working approach to the over-all problem of recruitment, and to correlate the various methods and procedures into a unified whole. By this means, it is hoped, the reader who has a specific problem of recruitment will be able to analyze its component parts, recognize the prime sources of the difficulty, and devise the best possible solution for his particular problem. But to provide direct answers to questions such as: "How can we get enough nurses for our hospitals?" or "Why do so many eligibles later decline job offers?"—is a task beyond the scope of this volume.

Then, too, it will be well at this point to give recognition to the fact that some of the generalizations which appear in the following pages are not universally applicable. For example, methods found to be generally effective for recruiting clerical employees will require substantial revamping when the immediate task is the filling of positions in the skilled trades group. Similarly, the implications of a career service affect the ranks of unskilled laborers to a far less degree than they do a neophyte in one of the professional fields. It is hoped that the reader will recognize these unspoken distinctions and be guided accordingly.

BACKGROUND OF RECRUITMENT PROBLEMS

In the United States, the civil service has had to grow in a stony soil and under inclement environmental conditions. The nation was born in a revolt against the executive, and carried away from that ordeal a deeply ingrained distrust both of appointive officials and of long terms of office. "Where annual elections end, there tyranny begins," thundered Samuel Adams, and we need not doubt that he spoke for his contemporaries. Similar sentiments were heard on every hand and found expression in the first state constitutions. Public officers, declared the Virginia Bill of Rights, should "at fixed periods, be reduced to a private station, return into that body from which they were originally taken, and the vacancies be supplied by frequent, certain, and regular election. . . ." And the great de Tocqueville, writing in 1835, noted the election of administrative officers and the absence of an administrative hierarchy as among the peculiar and distinguishing characteristics of the American governmental system.²

All of this was good democratic doctrine—a doctrine, moreover, that marked a significant forward step. At the hands of the ruling European aristocracies, including the British in America, public office had everywhere been treated as the personal property of a narrow social class. It was a special privilege bestowed as a mark of personal favor; it was furthermore the coin in which the aristocracy paid its creditors or supported its indigent members. That system was destroyed by the American Revolution and was replaced by one in which office was conferred by the body politic as a whole and transferred to other hands before it could become a vested interest or the special preserve of any group. This was the first result of the democratic impact upon the public service, and it was good. The difficulties to which it later gave rise have too frequently obscured the significance of this frontal attack upon the private nature of public office. Yet, in truth, here was the first step in the evolution of the democratic public service.

² *De la démocratie en Amérique* (Paris, 1839), I, pp. 130-31.

That its results were so unsatisfactory was due in part at least to fundamental changes in American conditions. The America of Samuel Adams abruptly disappeared and with it vanished all opportunity for a successful government by transient amateurs. While increases in area, population, and economic complexity were forcing concurrent expansions in the number of officials, the egalitarian doctrines of the Declaration of Independence were acquiring a new meaning under the leveling impact of the frontier. That men were not only created equal but also equal in fact in all essential respects seemed to be taught by the conditions of the new west, and that teaching was soon applied to government. Thus, to the theory that rotation in office constituted a guarantee against tyranny and special privilege was joined the notion that one man was as competent as another to discharge the duties of public office.

The attempt to apply these dogmas to the growing body of officials in a setting of increasing social complexity ended, as everyone knows, in administrative disaster. Moreover, with the development of the party system a new type of privilege reared its head—a new monopoly no less challenging to democracy because its directors professed to be acting upon democratic principles. The subversive characteristics of this spoils system are well known and their effects are still observable in many jurisdictions. We do not propose to discuss them. But no consideration of recruitment problems can ignore this background. Since the Civil War every discussion of the public personnel problem has taken place in the light of the spoils system, and civil service reform and the singular emphasis in the traditional system of recruitment can be understood only as reactions to it. It is unfortunate, and true, that civil service administration as we know it today is in large measure a reflection of, and a commentary on, the long existence of spoils practices.

The Negative Concept of Recruitment

Because the civil service commission was primarily conceived as an instrument for checking some of the graver abuses of a system of party spoils, its historic emphasis has been negative.

Its first purpose was to prevent favoritism, not to improve the positive standards of the public service. Recruitment and selection were the sole fields in which the typical commission functioned. But in the exercise of even these functions civil service commissioners have traditionally concentrated, not on the recruitment of a high-grade personnel, but on "keeping the rascals out." It has been naïvely assumed that if political influence could be eliminated, able men would somehow find their way into the service of government.

We do not wish to belittle in any way the contributions made by the movement for civil service reform. They were substantial, and no one familiar with American political history would care to deny that the elimination of spoils politics was an essential step on the highroad to a career service. But because the civil service commission was first conceived as a sort of politics eliminator, and because the early reformers typically thought in terms of a moral crusade, the concept of recruitment which developed was, to say the least, a limited one. As in the days of the Revolution, the attack was once more directed against the citadels of privilege and the prime emphasis was upon the destruction of the monopoly enjoyed by the patronage dispensers. A nation which had produced Jacksonian Democracy and which, in the 1880's, was feeling the broad ground swell of Populism, remained more interested in equality of opportunity for public office than in the methods of securing a competent body of public servants. To that end, two devices were insisted upon, and they came in time to be the backbone of the recruitment program. The first was open competition; the second, the use of "practical" tests.

The first laws and the earliest commissions emphasized what was usually called the "democratic principle" of open competition. But since the goal was equality of opportunity, the stress was more largely upon the *open* than upon the *competition*. For this reason there was a general disregard of preliminary qualifications. Everyone was to have an opportunity to compete; everyone, that is, except aliens or nonresidents. These were to be excluded, because men were still thinking of public

office in terms of private gain rather than in terms of public service. Each locality, it was thought, should "take care of its own." Equality was never intended for outsiders.

The "practical" emphasis is also readily understandable and arose quite naturally out of the conditions of American life. We were a "practical" people, a nation of self-made men. Our leaders in politics, in business, even sometimes in the professions, had been trained in the school of hard knocks. They mistrusted formal education and at the same time generously endowed it. They were suspicious of the thinker and skeptical of the theoretician. They were men of action, doers of deeds. They wanted immediate results, not long-range programs. What better method, then, could be devised to secure equality than to emphasize achievement rather than background? More often than not, a man owed his education to his parents. His deeds, they thought, were his own. For these and other reasons the emphasis in recruitment was upon experience rather than broad training.

The system of recruitment to which these related concepts gave rise has, we believe, proved deleterious to the development of a real career service and must be replaced by a more positive one. The reasons are not far to seek; they are inherent in the negativistic nature of traditional attitudes toward recruitment. An undue amount of time and energy was spent in keeping the rascals out; positive efforts to attract men of character and ability were virtually excluded. Civil service commissions have been inclined to rely upon the operation of the law of averages to produce high-grade candidates from among large groups, and the result has been an understandable reluctance on the part of many such candidates to compete at all. With notable exceptions, therefore, our public services have been havens for mediocrity. The rascals have been kept out, perhaps, but so have many men of vision and ability.

Secondly, the traditional concept of recruitment led to mass competitions among applicants of the most heterogeneous types and qualities. To be sure, these competitions constituted a considerable improvement over spoils methods. But whatever

their value from the standpoint of the elimination of political influence, or from that of impressing the community with the democratic quality of the personnel system, it seems clear that they left much to be desired as instruments for the selection of competent personnel. The competition was more often than not of a spurious nature, in view of the variability of competitors' backgrounds, and the eligible lists founded upon it tended often to be mediocre. Then, too, the conduct of such mass contests was unnecessarily expensive and time consuming, and contributed to a chronic condition of delay in the posting of eligible lists. The result was that, when the dreary job of rating the examinations was finished and the eligible lists prepared, many of the better candidates caught up in the recruitment net were no longer interested in public employment. Under such circumstances, too, the examining process often exhausted the financial resources of the personnel agency, so that no funds were available for other important aspects of administration.

In the third place, emphasis upon apportionments and local residence requirements has, in many instances, unnecessarily restricted the area of competition and has run counter to the principle of securing the best available person for every job. To be sure, there may be times when it is desirable to restrict competition to local residents. In respect to certain routine positions which can be filled as well locally as otherwise, a case may be made for such restrictions. But the fact remains that many positions of a technical or administrative character cannot be satisfactorily filled from a restricted area of selection, and we feel strongly that local residence requirements are not justified as a matter of general policy.

Finally, the inordinate emphasis upon experience and practical tests has produced a number of undesirable results which we shall consider in greater detail later. Chief among them have been a limitation of career opportunities, a stifling of promotional possibilities, leading to service stagnation, and a failure to recruit candidates with that broad training and breadth of outlook necessary to modern administration.

The Quest for Competence

The procedures based upon the traditional concepts of recruitment signally failed to produce a distinguished public service. In an agricultural society dominated by a philosophy of laissez faire this might have made no serious difference. But after the Civil War American society was no longer predominantly agricultural, and by the 1890's laissez faire was a term which described only the past. Since that time, the multiplication of governmental functions has proceeded apace and science has become a handmaiden in the service of the state. Specialization and the division of labor, characteristic of an industrial system, have necessarily developed also in the public services and all of this has spelled the eclipse of historic attitudes toward those services. The impact of two world wars within the last twenty-five years has contributed much toward dispelling the citizen's attitude of benevolent indifference toward the quality of the public service. The administration of public affairs now calls for vigor, breadth of vision, and imagination. It calls, also, for special competences, a demand that is being reflected in the educational system and in the development of curricula designed as training for public service. The day of the plainsman has gone. The old order has passed away.

Changed conditions necessitate changed policies. But there is often a lag, a time span, between the demands of a new age and a general response to them. Such, it seems, has been the case with recruitment to the civil service. The conditions have long since changed, but in many jurisdictions we are continuing the policies of an earlier and simpler day. This is not universally true. In a handful of progressive jurisdictions the quest for competence has produced an upheaval in recruitment policies and methods, but these instances are still exceptional. Lately, the exigencies of a wartime era have hastened the trend away from traditional concepts and practices, but it is to be regretted that such circumstances were needed to speed the transition.

What is wanted, first of all, is a reconsideration of theories and methods. We need to think through our problems in the

light of the new realities. In times of crisis and of social change even those not given to philosophizing must pause to consider fundamentals. Only when premises are rooted in the realities of a situation can we move forward and forget their existence. If that is not the case, if the fundamentals are wrong, little is accomplished by the development of techniques and procedures. For that reason we deal first of all with the general aspects of recruitment policy and only secondarily with questions of procedure within that framework.

A General Theory of Recruitment

There are only two basic systems of public recruitment. One is to recruit young people direct from school or university upon the basis of academic examinations; the other is to recruit more mature men and women upon the basis of practical tests related to their work experience. The first alternative has been widely followed in Europe, notably in England, the second, in the United States. The first presupposes the existence of a number of career hierarchies or ladders up which the more promising officers move throughout their public lives. The second regards the civil service as a collection of more or less discrete positions to be filled chiefly on the basis of technical qualifications for the particular job. The first emphasizes promotion and results in a fluid or mobile service. The second emphasizes techniques at entry, and results in a more static service. The first favors the promising youngster; the second, mediocre maturity. The first gears the civil service to the educational system. The second gears it to the ebb and flow of employment volume in private industry.

We believe it to be clear that neither one of these systems, considered as extremes, is adequate to the requirements of the modern public service and we are convinced that any satisfactory scheme of recruitment must combine elements of both. But the most crying governmental need in America today is for the establishment of career systems in the public services. We are in agreement with the Commission of Inquiry on Public Service Personnel as to the foundations and conditions of such a career

system. A career presupposes a life work with prospects of regular advancement and it follows from this that "entrance should be limited, in the ordinary course of events, to the lowest positions within each service and to a young group of entrants."³ But we recognize also that there are some specialized posts for which it is desirable to recruit candidates of maturity and experience and that it may sometimes be desirable to inject a certain amount of new blood into the upper reaches of the hierarchy. Ordinarily, however, the requirement of any service for freshness of viewpoint is met, it seems to us, by the changing body of policy determining officials.

In the light of such considerations, we think that recruitment which emphasizes prior experience should be sparingly employed. The able youngster who might look forward with eagerness to a government career is likely to be much less interested after he has found a foothold in industry or a profession. Those who, in middle life, are anxious to enter the public service are all too often the ones who have been unsuccessful in the world of private enterprise. There are, of course, many conspicuous exceptions. But in general it is true that the public services fail to get their fair share of ability under a system of recruitment on the basis of experience. This is quite aside from the fact that career services can scarcely be developed under such circumstances, for the late entrance age precludes a career.

We are convinced that the failure to equate the general methods of entrance to the civil service to the various levels of the educational system has been a mistake, and that it is one which is becoming increasingly serious. It seems to us self-evident that the state as educator should serve the state as employer, and vice versa. We are struck by the illogical paradox that "the community, after spending huge sums to advance free or low cost education through high school and college, makes little or no effort to attract the best product of our educational system into civil service."⁴ Private industry long ago adjusted its recruiting

³ *Better Government Personnel*, pp. 27-28.

⁴ Testimony of Peter Grimm before the Commission of Inquiry on Public Service Personnel, *Minutes of Evidence* (New York: McGraw-Hill, 1935), p. 189.

to the educational structure and has benefited thereby. In the public services "uneven and halting progress must continue to be the rule until a basis for complete and permanent coordination is established."⁵

We do not think that such articulation would be open to the criticism that can be leveled against the British system. Our educational structure is enormously more democratic than that of the English, and in the relative equality of educational opportunity is to be found a partial answer to the indispensable requirement that the service be open to all classes of the population. Moreover, American education has revealed an adaptability quite unknown to the English. The necessary adjustments would not, therefore, have to be entirely on the part of the public services. Educational curricula today are extremely sensitive to the demands of new careers and would readily adjust to new opportunities in public employment.

We agree with the United States Civil Service Commission that, under these circumstances,⁶

... it would be as wrong to refuse to utilize the selective process of educational training, often paid for by the taxpayers themselves, in the process of selection for government positions, as it would be to refuse to recognize the native capacities of many individuals to enter the government service at some step of the career ladder, by excluding all without education from every examination.

For these and other reasons we suggest three basic principles as the foundation for any system of recruitment; each of them stems from the fact that the modern public service must be organized on a career basis.

1. Recruitment should normally be to the bottom rungs of broadly conceived and well integrated ladders of classes of positions; the higher levels should be filled by promotion.

2. Recruitment should normally be at a relatively early age, making appropriate exception in the case of certain highly specialized positions which cannot be filled from within the

⁵ Wallace S. Sayre and Milton Mandell, *Education and the Civil Service in New York City*, U. S. Office of Education, Project in Research in Universities, Bulletin, 1937, No. 20, p. 61.

⁶ United States Civil Service Commission, *Fifty-fifth Annual Report*, 1938, p. 12.

service and in which maturity is a prerequisite to successful performance. The numbers of such exceptional posts should be kept to a minimum.

3. The normal method of entry should be related to the appropriate level or variety of education for the particular hierarchy involved. In determining such relationships *regard must be had to the whole range of the hierarchy*. In a career service system it is necessary to select entrants with a view to promotion and to the level they may be expected ultimately to reach. It is not enough to relate educational requirements only to those of the entrance position.

This is not to suggest the creation of a series of airtight career services, each stemming from a particular level of the educational system, and each having an impassable upper limit. It is not to suggest, certainly, the establishment of castes based upon educational background, as has been the case in England. Any changes in the American public services must be made in the light of the principle of equality in relation to public employment. But it does not follow from this that entrance to the civil service cannot be articulated with the educational structure of the country. Rather, equality of opportunity is to be sought through flexibility in the matter of transfers and promotions and through the development of in-service training programs. In the first instance, educational entrance requirements related to the normal lines of promotion in each hierarchy should be established. Thereafter, it is important that the utmost flexibility be maintained and that transfers and promotions between hierarchies be encouraged. By such means, ability may work its way to the top, regardless of the particular level of entrance, and by this means only can the principle of equality in relation to public employment be reconciled with the demands imposed upon the civil service by the requirements of an age of technology.

All of this implies, of course, a marked extension of facilities for in-service training. The change from a system of recruitment which concentrated on filling a heterogeneous collection of discrete positions to one under which we recruit to the bottom

rungs of integrated career ladders must necessarily emphasize training.⁷ If it does not, there is danger that the service will harden into castes. This can never happen where training opportunities are extensive. In-service training procedures, as former United States Civil Service Commissioner Samuel Ordway, Jr., once said, "are themselves a guarantee of democracy."

We realize that the widespread acceptance of such bases of recruitment as the above will constitute a new departure in American personnel practice. But we are convinced that such a change is necessary if our public services are to be adequate to modern requirements. Of course, progress in this direction must come slowly. As a beginning, the existing classification structure should be canvassed in order to isolate those types of positions that easily lend themselves to broad recruitment techniques. We cannot reshape overnight the negativistic policies which have been developing for fifty years. Public personnel administration is a closely woven fabric and to make fundamental changes in one sector necessitates correlated alterations in the whole design. Every variation in recruitment policy has repercussions upon the whole personnel system. It involves classification and promotion policy, training, examining procedures, and all the rest. Such elaborate readjustments in the intricate machinery of public personnel administration will take time. These changes cannot be accomplished merely by the report of a committee, but they will come as a result of steady pressure by personnel administrators and others over a considerable period. Yet it seems important to set the goal and to chart in broad outline the path to be followed. When that has been done, we can proceed step by step along that route with some degree of unanimity.

THE CONCEPT OF POSITIVE RECRUITMENT

The first step on the road to such a career service system as we have in mind is the general acceptance of a positive concept of recruitment in contrast to the traditional negative one. It is

⁷ See Civil Service Assembly committee report, *Employee Training in the Public Service* (Chicago, 1941).

no longer enough—if, indeed, it ever was—to keep the rascals out. Rather, the personnel agency must actively engage in the quest for competence. It must take definite steps to attract the most able and best qualified potential candidates into the public service. It must cease to regard itself as a kind of policeman guarding the rectitude of the operating departments; instead, it must think of itself as primarily a service agency equipped for the positive supply of all personnel needs. It must take as its guiding rule the motto used at one time by the State of Wisconsin, “the best shall serve the State.” For positive recruitment means the *active search for the best*.

To this end, a positive approach implies the adoption of practices and procedures for attracting applicants which emphasize the quality rather than the quantity of competitors. Its methods must be selective and discriminating. In comparison with traditional procedures, they are like using a rifle in place of a shotgun. A rifle is more difficult to aim; it requires greater precision. But it is also more effective and carries farther.

Characteristics of Positive Recruitment

The broad characteristics of positive recruitment are readily summarized. They include:

1. Emphasis on job and promotion ladder analysis as a basis for the recruitment program.
2. Emphasis on an aggressive search for the best qualified candidates through concentration on the most promising potential sources of supply.
3. Emphasis on the pre-test culling of obviously unfit applicants.
4. Emphasis upon close and harmonious cooperation with the operating departments.

Positive Recruitment Methods

The desirable methods of positive recruitment are those which are appropriate to these emphases. They include positive and far-reaching efforts to raise the prestige value of public em-

ployment and to shape a career system which will be attractive to able men and women. They include the use of amply attractive publicity regarding employment possibilities directed at the best potential sources of recruits. Finally, they include the development of planned work programs by the personnel agency and active cooperation with the operating officers. All of these and many more are given detailed consideration in the main body of this report.

Results of Positive Recruitment

The results which may be expected from such a program are far-reaching and important. Positive recruitment leads to test groups containing a relatively higher proportion of well-qualified candidates. The burden of testing is somewhat reduced, and the degree of competition is intensified. Positive testing decreases the time required for the preparation of the list of eligibles and thus serves to diminish leakage at this point. It results in a group of eligibles of high average quality, characterized by a narrow range in level of relative ability. It meets the criteria of fair competition and administrative economy.

But most important, a positive recruiting policy may be expected to serve as a stimulus to careers in government. This is true because the concept of positive recruitment is a broad one, implying, as we have said, the active search for the best. The personnel agency which has grasped it recognizes that recruitment is not an isolated aspect of the personnel program, but an integral part of a closely knit system. It considers, therefore, what may be called the "recruitment aspects" of other personnel practices and the implications of factors affecting the area of recruitment. It is alive to the significance of a personnel *system*, rather than a collection of imperfectly related practices.

FACTORS AFFECTING THE AREA OF RECRUITMENT

A wide variety of factors influences the extent and character of the sources from which candidates may be drawn, some within the control of the personnel agency, others arising out of the

nature of public employment or the state of general business and industrial conditions. But in any event these factors have, or should have, repercussions upon recruitment practices. The more important of them are discussed in the following paragraphs.

State of Labor Market

Recruitment methods and the details of recruitment policy must obviously be related to the state of the labor market. In periods of widespread unemployment it is naturally easier to assure a flow of candidates toward public employment than it is at other times. This fact has been taken by unprogressive personnel agencies as a justification for a relaxation of recruitment efforts. But the agency embarked upon a positive recruiting program has viewed such periods as golden opportunities for an extension of selective recruiting and for raising the general level of ability in the public service. It does not relax its efforts, but redirects them, concentrating on the perfection of more discriminating methods.

The depression years provided many examples of this far-seeing policy in progressive jurisdictions. The United States Civil Service Commission, for example, made great strides in the recruitment of college trained candidates. New York City launched a plan for the development of an administrative corps. The California State Personnel Board experimented extensively with recruitment publicity and with new methods of notifying qualified persons of pending examinations. In Phoenix, Arizona, new and effective publicity media were developed. These are but a few of numerous examples which might be cited. Indeed, it is safe to say that the decade of the thirties saw more significant advances in recruiting techniques than any comparable period in public service history. Yet, at the same time, many other jurisdictions have been drifting—content to allow an easy labor market to substitute for a positive recruitment program. The abrupt shift in the labor market, brought about by World War II, has brought many of these agencies to the brink of disaster.

Differences in Public and Private Recruitment

Recruiting practices must be shaped with full recognition of the fact that there are important differences between public and private recruitment. The conduct of public recruitment is governed by a body of legal rules much more elaborate than those which surround the private employer.⁸ For that reason public recruitment methods are necessarily less flexible than those of private industry. They are also less arbitrary, conforming to prescribed and ascertainable standards. Such standards rest in turn upon a limited number of general principles.

Of the principles governing the conduct of public recruitment, the most important is certainly that of equality of opportunity in relation to public employment. This is an indispensable condition of democratic government. It means that no candidate can be excluded from consideration upon grounds other than those of lack of capacity for the position involved. The applicant for public employment cannot be dismissed from consideration arbitrarily or capriciously, as can the applicant for a private position.

This does not mean, of course, that the public personnel agency cannot lay down general qualifications which must be met before a candidate will be admitted to an examination. But it does mean that such qualifications must be general, applying equally to everyone, and that they must be reasonable, bearing some demonstrable relation to the probability of success in the job and in the service hierarchy involved. The private employer may reject an applicant without reason. The public employer must clearly indicate the bases of rejection and be prepared to establish their reasonability. This difference greatly complicates the task of public recruitment.

A further corollary of the general principle of equality in relation to public employment is the requirement of fair competition among those candidates possessing the necessary preliminary qualifications. The private employer, under no com-

⁸ There is, of course, a tendency for this distinction to become less marked as the state undertakes the regulation of economic life. Nevertheless, it remains.

pulsion in regard to equality of treatment, is also free of the necessity of demonstrating either that his selection methods are fair, or that he has, so far as that is ascertainable, selected the most capable candidates. Not so the public agency, which must be ever ready to justify its actions. This fact also leads to differences in recruitment procedure. The private employer does not need to cast the recruitment net so wide as does the public agency. He is not, for example, required by law to advertise vacancies.

Many other differences between the conditions of public and of private recruitment might be cited. The legal restrictions governing basic public recruitment policies are not limited to those necessary to provide equality of opportunity. Some, indeed, like residence requirements or provisions for veterans' preference, are designed to limit that equality in favor of particular groups. But the point to be made here is that the public agency operates within a complicated framework of legal rules which necessarily influence the character and methods of the recruitment program in a way unknown to private business.

Finally, public attitudes toward governmental or private employment directly affect the possible area of recruitment and must be considered in framing the recruitment program. Until very recently, at least, public agencies were at a severe disadvantage in this respect. In comparison with business or industry the prestige of public employment has been low and it has been extremely difficult to draw the most capable into the public service. Recent years have seen marked changes in this respect, but the standing of the public service is still poor in many quarters. Where that is true, the recruiting agency must take positive steps to correct it, if it is to compete on a par with private industry in the quest for talent.

Specific Limitations on the Area of Selection

Not only is public recruitment affected by such general considerations as those we have been discussing, but the hypothetical area of selection is further narrowed, ordinarily, by a number of specific restrictions. United States citizenship, a usual requirement, is seldom a problem. On the other hand, serious limita-

tions arise out of the widespread practice of restricting candidates to residence in the jurisdictional area. Even when the personnel agency is empowered to waive residence requirements in certain circumstances, as it is in many instances, the fact that the agency must take the initiative, and defend its action in each case, acts as a deterrent to broad recruitment. The area of selection is thus arbitrarily confined within the borders of the jurisdiction involved. As already suggested, we regard such a limitation as contrary to the best interests of the public service and as a departure from the merit principle. It is, rather, a reflection of that narrow parochialism which long characterized American attitudes, combined with an eleemosynary view of the public service. Today it is outmoded, however desirable it may be from the standpoint of political strategy.

Definite and narrow age limits are not often prescribed for entrance to American public services.⁹ In this fact our practice is in rather striking contrast to that in England. When age limits are employed it is usually in connection with particular examinations, although a few jurisdictions have fixed general maxima and minima. For the most part, these limits graphically reveal the absence of integration between public service recruitment and the general educational system. They are, as a rule, too high at both ends of the scale. The requirement of a minimum age of twenty-one, or even of eighteen, makes it difficult or impossible to recruit direct from school and is one more factor tending toward selection after outside experience. On the other hand, a maximum limit of sixty can scarcely be regarded as a satisfactory basis for the development of a career system.¹⁰ The progressive personnel agency moving toward the creation of a career service system will have to reconsider the whole question of age limits in relation to rungs of the educational ladder.

Other Personnel Policies and Procedures

It cannot be emphasized too strongly that public personnel administration is a unity, not a series of unrelated procedures.

⁹ Of course, age limits may in fact be fixed by the operation of other laws. Thus, a requirement that candidates be registered voters automatically imposes a minimum age of twenty-one.

¹⁰ See the Committee report on Retirement in this series.

It is a unified process and every aspect of employment has repercussions upon every other aspect. It would be misleading, therefore, to discuss recruitment without brief mention of the influence of other personnel policies and procedures upon it. The best possible recruiting methods will fail if they are not based upon and supported by positive, progressive policies in other aspects of administration. In the final analysis, the attractiveness of public employment will depend upon the prevailing conditions of service.

Promotional Policy. The policy in regard to promotion is of crucial importance and affects recruitment in two principal directions. In the first place, the range of promotional opportunity is an important factor in the general attractiveness of public employment. The desire for growth, development, and advancement constitutes a powerful incentive, and able men and women will be most attracted to a service in which promotional opportunities are extensive and in which there is a minimum of blind alley jobs.¹¹ From the recruitment standpoint, therefore, a policy of filling higher positions from outside the service imposes a serious handicap upon the personnel agency.

In the second place, the specific character of the recruitment process must vary in accordance with the decision as to whether high-grade posts are to be filled from within or from without the service. Obviously, the recruitment of promotional material is very different from recruitment for the purpose of filling specific positions. The personnel agency which sets out to create a career system must, therefore, modify both promotional and recruitment policies.

Closely related to the question of promotion policy is that of the opportunity for promotional or other training on the job. Young people, in particular, are eager to improve themselves and the presence or absence of training opportunities may have as much to do with the quality of applicants as any aspect of the recruitment process itself.

The Pay Plan. Of equal importance is a rationalized and equitable scheme of pay. Perhaps nothing has contributed more directly to the low prestige of the public service with prospec-

¹¹ See the Committee report on Placement in this series.

tive employees than the widespread absence of progressive wage policies. So long as the impression is general that government is a poor employer in this respect, so long will the personnel agency be handicapped in its recruitment program.

In their effects upon potential applicants, three aspects of the pay plan are of importance: (1) the relation of the entrance rate to beginning pay in comparable outside employment; (2) the salary range for the position; and (3) administrative provisions for periodic salary adjustment within the established range. Of these the first is probably of greatest importance from the standpoint of recruitment. Unless fair relativity is maintained between entrance rates in the public service and those in private employment, the public agency will find it extremely difficult to compete in the labor market. In this connection, the entrance rate is of greater importance than the salary range for at least two reasons. In the first place, it is an immediate expectation and consequently of more force as an incentive than one more remote. But even more important is the fact that entrance rates everywhere tend to group around the minimum necessary for a decent living. Under such circumstances, even minor variations assume exceptional significance.

The salary range and any provisions for periodic salary adjustments are factors directly affecting the attractiveness of public employment. It is easy, of course, to overemphasize the significance of material incentives in the public service. But it seems clear that, other things being equal, the most attractive employment will be the one which offers the most liberal financial reward and in which some provision has been made, not only for pay increases within an established range, but also for the periodic scrutiny of pay levels in relation to major changes in the cost of living and in other factors. An inflexible wage structure does not offer that security which might otherwise be one of the principal attractions of public employment—as civil servants have discovered to their sorrow during the periods of soaring commodity prices that have characterized the last two wars in which the United States has been involved.

Other Conditions of Service. Brief note should also be made of the effects upon recruitment of other conditions of service,

such as hours of work, vacation and sick-leave provisions, health and safety programs, retirement plans, group activities of various sorts, and so on. Obviously, the attractiveness of public employment is affected by the handling of every one of these aspects of personnel management. From the recruitment standpoint, however, these would seem to be of much less importance than the policies relating to promotion and pay.

The Classification Plan. The classification plan determines the framework of the personnel system. As such, it affects recruitment in two primary ways: it serves as a guide for the determination of hierarchies and of the relationships between classes of positions; and it provides the recruiting agency with a blueprint of the types of positions to be filled and with the qualifications required. Without a comprehensive classification scheme, the personnel agency operates in the dark so far as recruitment is concerned, and potential applicants are unable to discover probable lines of promotion or to visualize career possibilities. An adequate scheme of classification is very nearly the *sine qua non* of a personnel system.

The problems involved in classification receive thorough consideration in another of this series of reports.¹² Suffice it to say, therefore, that from the recruitment standpoint, job and promotional ladder analyses are indispensable to the establishment of entrance qualifications and must determine in large measure the choice of recruiting media. The most useful classification scheme for recruitment purposes is one in which class specifications are neither overly narrow nor overly broad. In this country there has been a tendency toward the development of such minute classifications as to obscure essential relationships between classes. This not only greatly complicates the processes of recruitment and selection by the excessive multiplication of tests and eligible lists, but also militates against the establishment of career ladders. On the other hand, if class specifications are too broad they give little guidance to the personnel agency when it comes to recruitment and selection.

¹² See Civil Service Assembly committee report, *Position-Classification in the Public Service* (Chicago, 1941), Chapter V.

The Testing Program. It is obvious that a condition of interdependence exists between the testing and recruitment programs. The personnel agency recruits applicants for particular tests, related to a particular group of positions. To a considerable extent, therefore, the character of recruiting media and procedures will be governed by considerations as to the type of examination involved.¹³

Public Relations Program. Finally, recruiting will be considerably affected by the character of the public relations program in general. If a public personnel agency has built up a good reputation in the area it serves, and if the general standing of public employment there is high, recruiting difficulties will obviously be minimized. The effect of a positive and far-reaching public relations program may, therefore, be very great.¹⁴

RESPONSIBILITY FOR POSITIVE RECRUITMENT

The primary responsibility for the inauguration and administration of a program of positive recruitment must be assumed by the central personnel agency. It cannot be left to the operating departments, which necessarily lack the perspective and breadth of view essential to the development of an integrated program to cover the whole of the service. Moreover, as we have suggested, recruitment is a crucial aspect of personnel administration intimately involved with every other aspect. The personnel agency lacking control in this sphere can hardly hope to be effective anywhere.

This is not to suggest that the recruitment process can be conducted without the cooperation of the operating officers. On the contrary, the closest cooperation between the departments and the personnel agency is necessary. Without a spirit of aid and common trust, any system must fail to produce optimum results. Unless the personnel agency is thoroughly acquainted with departmental needs and aspirations it cannot

¹³ See the Committee report on Pencil and Paper Tests in this series.

¹⁴ See Civil Service Assembly committee report, *Public Relations of Public Personnel Agencies* (Chicago, 1941).

effectively meet them. The successful agency must be "a part of the works" and must be so regarded by operating officers.

Although the initial responsibility for positive recruitment rests with the central personnel agency, in the larger jurisdictions the departmental personnel officers may also play significant roles. To them falls the task of keeping the central agency abreast of personnel needs and of adapting general recruiting media to the special requirements of their departments. There may be assigned to them, too, the cultivation of special segments of the labor market in which they are particularly interested. Notable developments along these lines have taken place in the federal service, where the personnel officers of certain departments, such as the Department of Agriculture, have taken important parts in the recruitment process.

The use of citizens' advisory committees in connection with recruitment appears to have unexplored possibilities. Such committees can be of great value, particularly in those jurisdictions where the prestige of public employment is currently low. An advisory committee composed of representative citizens and of spokesmen for labor groups, educational institutions, professional societies, and so on, might be of the utmost service, not only in broadening the sources of recruits, but in bringing home to the general public the values in the public services and the significance of public service recruitment.

FUNCTIONAL STEPS IN A POSITIVE PROGRAM OF RECRUITMENT

The procedures involved in the administration of a positive program of recruitment are given detailed consideration in the main body of this report. They are discussed under six headings, each representing a more or less distinct functional step in the process: (1) positive procedures for attracting qualified applicants, (2) the determination of personnel needs, (3) planning and developing the recruitment program, (4) application procedure in public personnel recruitment, (5) the pre-examination audit of applications, and (6) the admission of qualified applicants to competition. To each one of these a subsequent section of this report is devoted.

Chapter II

Broad Lines of the Positive Recruitment Program

RECRUITMENT programs are of many varieties and their classification is a matter of difficulty. In general, however, they may be divided into two principal types, depending upon the primary ends served. These two types have been termed the *anticipatory* and the *direct*.¹ The chief purpose of anticipatory recruitment is to enhance the general attractiveness and prestige of the public service, with a view to drawing candidates to the service at some future date. The chief purpose of direct recruitment is to attract an adequate number of qualified applicants for specific examinations definitely scheduled. The distinction between the two is thus a matter of degree. They are not mutually exclusive. Anticipatory recruitment activities shade off into those constituting the direct recruiting program. Many activities and techniques contribute to both. Yet it is necessary and desirable to make here a distinction in emphasis. Positive recruitment implies a recognition of both types.

I. ANTICIPATORY RECRUITMENT

The general purpose of anticipatory recruiting activities has already been suggested. It is to build up attitudes favorable to public employment in the minds of potential recruits, without reference to the scheduling of any particular examination. This implies positive efforts of two general kinds: (1) those directed at the elimination of unfavorable attitudes toward public employment; and (2) those directed at the substitution of favorable attitudes. It is unnecessary for us to stress the relation of such activities to the ultimate quality of recruits. Every study made

¹See J. Donald Kingsley, "Recruitment—The Quest for Competence," *Public Personnel Review*, January, 1941, pp. 28-35.

in the United States has indicated a low prestige value for public employment² and the Commission of Inquiry on Public Service Personnel listed in its report a number of widely distributed negative attitudes which were a severe handicap to progressive public personnel practices. The effects of such attitudes are destructive and of wide scope. They act everywhere as deterrents to the best qualified in respect to public employment. They constitute a barrier which tends to keep out the ambitious, while serving as an incentive to the very groups which qualitative selection strives to eliminate. So long as these attitudes exist the public personnel agency will be severely handicapped in its immediate recruiting activities, and for this reason the agency must take a hand in their elimination.

To be sure, public attitudes toward the civil service are determined by many factors over which the personnel agency has no control. Some of the most erroneous are of long standing and are stubbornly resistant to change. Yet this cannot be taken, as it too often is, as an excuse to relieve the personnel agency of any responsibility for positive efforts in this connection. Many public misconceptions are based on a failure to understand technical personnel practices. Civil service commissions have, on the whole, failed to take the public into their confidence. They have made no efforts to explain the philosophy underlying the merit system or the procedures to which that philosophy gives rise. They have in large measure failed to establish in the public mind the reasonableness of their practices and rulings, with the result that these often appear the product of caprice. In short, many of the negative public attitudes which handicap public personnel agencies today are in part the result of their own omissions.

The problem is, in a broad sense, a matter of public relations and that subject is dealt with at length in another of the reports in this series.³ Yet the continued existence of unfavorable public

² See Leonard D. White, *The Prestige Value of Public Employment in Chicago* (University of Chicago Press, 1929), and *Further Contributions to the Prestige Value of Public Employment* (University of Chicago Press, 1932); and *University Training for the National Service* (Minneapolis: University of Minnesota Press, 1932).

³ See Civil Service Assembly committee report, *Public Relations of Public Personnel Agencies* (Chicago, 1941).

attitudes has so serious an effect upon all aspects of the personnel program, and particularly upon recruitment, that it cannot be passed over in silence. Much can be accomplished through positive efforts at public education in the aims and purposes of the personnel agency. In a few jurisdictions such programs are already under way. The Michigan State Civil Service Commission, for example, has issued an attractive series of pamphlets on various aspects of the personnel program. The Indiana Bureau of Personnel⁴ and the New York City Civil Service Commission have made motion pictures to illustrate the highlights of competitive selection. The New York City Civil Service Commission has emphasized the anticipatory aspects of recruitment by publicizing in its annual report the careers of distinguished public servants. More recently the same commission has established a Bureau of Recruitment through which public inquiries will be handled by a staff trained in public relations techniques. Other illustrations of progressive practices might be cited. Yet the general picture remains dark—one more proof of the need for a change of attitude on the part of many of those engaged in public personnel administration. Technical competence in the operating area is not enough. What is needed is imagination and the ability to view a situation broadly and as a whole.

The anticipatory recruitment program will, of course, be greatly facilitated in those jurisdictions which have developed career services. Much of the low prestige of public employment in the past has undoubtedly been due to the absence of career possibilities and to the widespread practice of recruiting to all levels of employment from outside the service. Yet, when a satisfactory career system has been established in any jurisdiction it will still be necessary to tell the public about it, and in that task the personnel agency should take the lead.

The methods by which this is to be done do not differ materially from those employed in the direct recruiting program. They involve the fullest possible exploitation of every available publicity medium. How little use is being made of some of

⁴ The Indiana Bureau of Personnel, to which frequent reference is made in this report, was superseded in 1941 by the Indiana State Personnel Division.

these today can be illustrated by a scrutiny of the recruiting media employed in a typical group of jurisdictions. Most civil service commissions still think of publicity in terms of formal examination announcements or legal notices buried amid classified newspaper advertising. Even for the attraction of recruits to a particular examination these are inadequate. In a program of anticipatory recruitment they are nearly useless. The first step, therefore, must be a wider use of other media, even though they are not specified in the law—newspaper stories, the radio, motion pictures, general pamphlets, and so on. Progressive private employers long ago discovered the efficacy of a multilateral attack on the problem of public relations. Public recruiting agencies must follow suit.

This conception of a comprehensive approach to anticipatory recruitment is an important one. It is not enough to think in terms of pieces of recruiting literature, or of radio addresses, or of any single device. A great deal can be done right in the office through the handling of inquiries regarding employment opportunities and similar matters. All too often this aspect of recruiting has been neglected, or has been assigned as routine to some minor employee. Yet effective personal contacts are among the most important determinants of satisfactory public relations. The employees assigned to deal with the public should be as carefully selected for their posts as any in the personnel agency. They should be persons of judgment, tact, and human sympathy, with a genuine interest in vocational counseling and, if possible, some training along such lines. Moreover, they should be thoroughly familiar with the classification plan and expert in obtaining and analyzing data related to training and experience. Finally, they should be skilled interviewers. So exacting are these requirements that the average agency may have difficulty in finding persons who fulfill all of them. This should not prevent the agency from making the effort and assigning to this important work those employees who most nearly meet these qualifications.

As a matter of fact, careful attention to this aspect of anticipatory recruitment will pay large dividends. If the handling

of employment inquiries is regarded as a technical function, rather than a routine clerical one, the personnel agency will be able to build up over a period of time classified lists of qualified prospective applicants which will serve it in good stead in case of emergency demands and which will lighten materially the burden of short-range recruiting activities.

An interesting development in this connection was the mailing list procedure formerly used by the Personnel Board of the State of California and fully described in one of the publications of the Civil Service Assembly.⁵ This method tied in anticipatory recruitment directly with the immediate recruiting program. The basis of the procedure was a special form known as a "request for examination announcements," which elicited data much like that of the usual application blank. In particular, it emphasized training and experience information. The reverse side of the form carried a classified list of all the types of occupations found in the California state service. When a potential applicant entered the office he was assisted in filling out this form, giving full training and experience data and indicating those occupations for which he believed himself qualified. The form was then checked by a member of the technical staff, who saw that the potential applicant had not indicated any types of work for which he was obviously unqualified or overlooked any for which he was well qualified. The data were then transferred to punch cards which were mechanically sorted whenever an examination in a particular occupational class was to be held, and all qualified persons on the list were thus notified.

This system had rather obvious advantages. For one thing, it overcame the principal difficulties experienced with the older request mailing list procedure, under which potential candidates were required to file a separate card of application for each type of employment in which they were interested. This procedure led to the accumulation of a complicated and

⁵ William Brownrigg and Louis J. Kroeger, *Toward Effective Recruiting: A Method For Notifying Qualified Candidates of Scheduled Examinations*, Pamphlet No. 7, Civil Service Assembly, 1937.

unwieldy collection of files in which cards were easily misplaced or lost. Also, it was poorly adapted to elicit information regarding the general qualifications of an applicant. Notices of examinations were often sent to unqualified or poorly qualified persons, and others who would have made excellent candidates were overlooked simply because they had filed under some other title. These difficulties are minimized under the California practice.

Another considerable advantage of the California plan is its adaptability to vocational counseling purposes. Wholly unqualified persons may be turned away at the time of inquiry, and in a manner better calculated not to disturb public relations than the usual stereotyped notice that an application has been rejected. Moreover, others well-qualified may be informed of examinations of which they would never have heard under the standard mailing list procedure.

Despite these and other advantages, however, the smaller personnel agencies may be unable to adopt the California system as a whole, and the Michigan State Civil Service Commission abandoned it after a brief trial.⁶ In its initial stages, particularly, it is expensive to operate and probably beyond the means of the average commission. Some of its advantages may still be secured, however, by more careful attention to methods of handling inquiries and to the administration of the request mailing list. Many current difficulties are due to the treatment of these matters as clerical functions. On the other hand, a competent interviewer who is thoroughly familiar with the classification scheme might determine in short order the general qualifications of a person making inquiry, and advise him of the particular examinations for which he should or should not file. This practice was followed with marked success in the Maryland state service during the period that Oliver C. Short was employment commissioner, and it was then thought that it had contributed to a considerable improvement in public relations.

⁶ A modification of this plan, which eliminates the use of punch-card equipment and is simpler to operate, has recently been put into use by the Minnesota State Civil Service Department. A copy of the Minnesota form is included in the Appendix, p. 185.

Of course, not all inquiries are made in person. Indeed, the volume of mailed requests received by the average personnel agency, particularly during the economic depression, has itself constituted a considerable administrative problem. The manner in which such inquiries are handled also has an important bearing upon the success of the program of anticipatory recruitment. In this respect, also, many commissions have seriously failed. Too frequently an inquiry is answered in a perfunctory manner or by the dispatch of an unattractive piece of mimeographing couched in obscure or irritating legal terminology. From the standpoint of the best public relations, all inquiries should be answered by a personal letter. This is an ideal which cannot be met in most jurisdictions, however, and for practical reasons resort must be had to form letters. But there is no excuse for the repellent forms used in some jurisdictions today. Even the form letter can be given a personal slant and can be phrased in language understood by the man in the street. Once again there is need for imagination and for the development of an attitude which looks upon every contact with the public as an opportunity to sell the personnel agency. Private organizations have for many years given close attention to such details.

It should not be thought that anticipatory recruiting activities must necessarily be directed to the public as a whole. On the contrary, since one of the practical results of such activities should be to build up files of well-qualified potential applicants in specific occupational fields, attention may be devoted to particular groups. The United States Civil Service Commission was engaged in just such an enterprise when it was overtaken by the economic depression. It had begun publication of a series of twenty-five pamphlets, each of which was to deal with the opportunities in the federal service for those with a particular vocational interest.⁷ Thus, one pamphlet was addressed to chemists, another to engineers, and so on. At the same time

⁷ This type of recruiting activity has been revived and expanded recently by the United States Civil Service Commission. The Michigan State Civil Service Commission has also recently issued pamphlets describing job opportunities in the state service at several educational levels, and has circulated them among vocational counselors throughout the state.

the Commission acted as a coordinator for speakers from a number of the operating departments who were visiting schools and colleges throughout the country.

Elements of a Desirable Program

So ambitious an undertaking is, of course, beyond the reach of most public personnel agencies. But this should not deter them from developing a program in keeping with their own resources. A more or less ideal goal which, perhaps, no agency can reach in every respect, would be a program comprising the following elements:

Activities directed at the general public and designed to produce favorable attitudes toward public employment:

1. Publication of a pamphlet or pamphlets describing the personnel system and explaining employment procedures in popular language. This has been done successfully by the agencies serving the Michigan, Kansas, and Indiana state services.

2. Publication of attractive and readable reports summarizing the work of the personnel agency. The annual reports of the St. Paul Civil Service Bureau, the Cincinnati Civil Service Commission, and the Los Angeles County Civil Service Commission are excellent examples.

3. Preparation of articles and news stories stressing the significant and attractive features of public employment. These should be prepared by a competent member of the staff or by a sympathetic reporter. Career sketches of distinguished public servants are effective. The New York City and the California state personnel agencies have experimented along these lines.

4. Organization of a series of general talks by staff members or representatives of operating departments, suitable for delivery before civic groups, clubs, schools, and similar groups. If possible, the radio should be used. The social values in public employment should be stressed as well as the individual advantages. Many jurisdictions have experimented with programs of this kind. Among these are personnel agencies of the states

of California and Michigan, and the cities of Cincinnati and New York.

5. Consideration of the possibilities inherent in the moving picture. A very effective film might be produced for use in the schools at a cost certainly within the reach of some of the larger state and city commissions.

Activities directed at special groups with a view to building up reservoirs of potential recruits:

1. Attention to the anticipatory recruiting aspects of the handling of inquiries.

2. Maintenance of contacts with vocational counselors, school administrators, and the like.

3. Maintenance of contacts with organized labor groups, professional associations, and similar organizations.

4. Preparation of publicity directed at special occupational groups or particular segments of the labor market, in the form of pamphlets, articles for trade journals, or special talks.

The particular procedures and devices suggested in this program are in many respects identical with those used in direct recruitment. In so far as this is true they will be discussed in greater detail at another point. What is important here is the recognition of these two major aspects of positive recruitment and of the fact that imagination and a disregard for tradition are essential to the full exploitation of both. Perhaps this is most true of the anticipatory program, because it has been so largely neglected in the past.

Some may protest that the volume of applications is often so large as to make undesirable any further efforts toward improving the status of public employment. Aside from the fact that this situation was largely characteristic of the now-past era of economic depression, such objections are based upon a misconception. The test of the adequacy of a recruitment program does not lie in the application rate alone. Much more important is the general level of quality, which must surely suffer so long as the prestige value of public employment is low. The positive approach to the problem represented by a surplus of applicants

is not to decrease recruiting efforts, but to redirect them toward the most fruitful sources of candidates of the highest quality. At the same time, minimum requirements for qualification may be raised, and the total numbers of applicants reduced by these means.

We recognize, of course, that for some routine types of position these devices do not solve the problem. But the personnel system should not be geared to the routine jobs as much as to those more difficult to fill adequately. The desirable general principle is clearly that of reducing the volume of applicants by a rigorous re-evaluation of policies and procedures, rather than by decreasing recruiting activities.

II. DIRECT RECRUITING ACTIVITIES

As previously suggested, direct recruiting activities are those which have as their immediate purpose the attraction of a suitable quantity of qualified applicants for scheduled or recurrent examinations. In general, such activities may be divided into three groups: (1) those aimed at general recruitment to specific scheduled examinations; (2) those designed for specialized recruitment of applicants possessing high preliminary qualifications; and (3) those directed at recruitment for promotional examinations, where competition is necessarily confined to a more or less limited group. Since this classification is again one of ends rather than of means, there is a certain amount of overlapping in the techniques and procedures appropriate to each class.

MEDIA FOR RECRUITING TO SCHEDULED EXAMINATIONS

Recruitment to the general, nonspecialist classes possesses a number of distinguishing characteristics. Most important is its relatively low selectivity in comparison with other types of recruitment. Such low selectivity is difficult or impossible to avoid in most jurisdictions. It arises directly out of judicial application of the broad principle of equality in respect to public employment. The application of this principle makes it difficult to effect any considerable limitation of candidates by means of

rigid entrance qualifications where such preliminary qualifications cannot be directly related to probable success on the job. The demonstration of such a relationship is, of course, most difficult in the case of the general clerical and nonspecialist classes. Thus, a rule adopted by the Civil Service Board of the City of Oakland requiring high school graduation or its educational equivalent as a prerequisite for admission to an examination for patrolman was declared unreasonable by the Supreme Court of California,⁸ and a New York court invalidated the establishment of a maximum age limit of twenty-five by the New York City Commission in a lower clerical competition.⁹ These are merely illustrative cases. Many others could be cited.¹⁰

The burden of separating the wheat from the chaff in connection with general, nonspecialized positions is one, then, which must be carried almost entirely by the examining process, with little assistance from recruiting activities. Under such circumstances some administrators have concluded that recruitment efforts should be reduced to a minimum, particularly during periods of widespread unemployment, as the only feasible method of limiting the examination load. They have thus shortened the length of time between the announcement of an examination and the final date for receipt of applications, and have pared the publicity program to the irreducible minimum required by law.

We do not, for a moment, overlook the seriousness of the problem represented by swollen examination loads. We are aware that in some jurisdictions with limited examining staffs, the reduction of this load by any practicable means is an inescapable first consideration. We realize that practical administration always represents a compromise between the ideal and the possible. Yet, stated in broad terms, the purposes of good administration, as far as recruitment to run-of-the-mine

⁸ *Bruce v. Civil Service Board of the City of Oakland*, 45 Pac. (2d) 419 (1935).

⁹ *Ryan v. Finegan*, 2 N.Y. S. (2d) 10 (1937).

¹⁰ See Herbert W. Cornell, "Recent Court Decisions Affecting Civil Service Administration," *Proceedings*, 1938, Thirtieth Annual Meeting, Civil Service Assembly, pp. 77-85. The Court Decisions section of the Civil Service Assembly's quarterly journal, *Public Personnel Review*, also contains frequent references to similar cases.

positions is concerned, are served only by the widest possible publicity, even though the result is to increase the examining load. In respect to these positions, as we have said, recruitment is largely nonselective, while the examining process is selective. But nonselective recruiting attracts well-qualified candidates only in so far as they are to be found in a cross section of the population, and the examining process can select only from among the candidates produced by such a recruitment program.

These facts raise a number of questions. Suppose that a recruiting agency has been engaged in a comprehensive program of publicizing examinations—a program that has been producing an average of two hundred applicants per scheduled examination. Now let us suppose that this program is curtailed to such an extent that only half as many applicants present themselves for examination. Can we assume that the group of one hundred is just as representative a cross section of the population as was the former group of two hundred? It is doubtful whether we can. To attract applicants of ability requires, as a general rule, a relatively greater effort than to attract the less capable. For that reason the drop in the number of well-qualified candidates is more rapid when general recruiting activities are curtailed than the relative decline in the gross number of candidates. This is especially true, of course, in periods when private business and industry are re-employing or expanding personnel.

But even if we should grant the foregoing assumption, it is still likely that an eligible list founded upon the basis of a competition among the group of one hundred will be inferior to that founded on the basis of two hundred competitors. This is an inescapable deduction from the distribution of ability in the general population. In unselective recruiting, the actual number of able competitors will necessarily decline with any decrease in the size of the sample examined, even though the percentage of well-qualified applicants in the group may remain fairly constant. Simple arithmetic demonstrates the point. If qualified applicants represent 30 per cent of a typical group, there will be more good material among two hundred applicants than among one hundred.

In some instances, where the demands of a position are not great and where an excessively large supply of candidates is available, this fact may make little practical difference. But in a career service system, where recruitment is to the bottom rung of an ascending ladder of positions, it becomes important. There the only safe rule is that in so far as recruitment is non-selective, it must be extensive. Standards of quality can be maintained hand in hand with a decrease in the application rate only if that decrease is the result either of the application of qualification bars or of selective recruiting activities.

With these introductory remarks, we turn to a consideration of media and methods for general recruitment to scheduled examinations.

Direct Mail Contact with Potential Applicants

The techniques involved in direct mail contact with potential applicants have already been touched upon in the discussion of anticipatory recruitment. Mailing lists are nearly universally employed in this connection. They are of two kinds: (1) the request mailing list; and (2) the selected mailing list prepared by the staff of the personnel agency and designed to cover the principal sources of recruits.

The request mailing list is most widely used in nonselective recruiting. It is composed of the names of all those persons who have expressed interest in a particular examination or class of positions, either by mail or in person. In the preparation and use of this list, various practices have been followed. When an examination has not yet been announced, most commissions ask interested persons to fill out cards, giving their names, addresses, and the titles of the examinations in which they may be interested. Some city commissions also include telephone numbers. These cards are then filed under the title of the examination and pulled out and mailed when the examination is announced. The weaknesses of this procedure have been touched upon previously. Most important is the fact that separate action by the individual is required for each examination in which he is interested.

Some agencies, among them the Alameda County Civil Serv-

ice Commission, the Milwaukee City Service Commission, and the Ohio State Civil Service Commission, adhere substantially to the standard request mailing list procedure, but prefer to file addressograph plates rather than request cards. They then mail announcements to those who have expressed interest. Aside from the mechanical advantages, this procedure makes it possible to use the plates as a basis for building up a standing file for broad types of employment. The list in respect to a particular examination is not automatically destroyed when that examination is announced, as is the case when request cards are mailed. On the other hand, this procedure may prove slightly more expensive, particularly for the small jurisdiction.

The Cincinnati Department of Personnel and Civil Service Commission has developed still another variation. It accepts applications at any time, even when no examination has been scheduled. These applications are then filed, in lieu of request cards, and when an examination has been scheduled, acceptable applicants are informed of its date and place. This practice increases the bulkiness of the files—an important consideration in some jurisdictions—but has the distinct advantage of eliminating one or two steps in the standard process. It also puts the commission in a better position to recommend emergency or provisional employees than it would otherwise be.

Circulation of Examination Posters, Bulletins, and Other Literature

Selected mailing lists, built up by the staff of the personnel agency and designed to cover the principal reservoirs of potential recruits, are useful both in general and specialized recruitment. In general recruiting they are employed principally to assure a wide distribution of examination announcements and similar literature. Most commissions mail bulletins to a selected group of organizations or institutions—schools, trade unions, Y.M.C.A.'s, state employment offices—relying on them to post the literature in some conspicuous spot. Such publicity at the source is more effective than that confined to public buildings or to the offices of the commission, although these sources should not be neglected.

In the administration of a publicity program based upon the circulation of examination announcements, one problem is outstanding. How is the personnel agency to assure itself that the groups to whom it mails bulletins are actually cooperating to the extent of publicizing them? Many a commission has, in fact, developed a false sense of satisfaction with its recruitment program because it is sending out large numbers of bulletins—despite the fact that many of these never see the light of day.

An essential step in a procedure of this sort is the periodic check-up of organizations to which bulletins are sent, with a view to determining whether or not they are actually being posted. In small jurisdictions this does not present great obstacles. There, a member of the personnel staff can easily make a periodic personal investigation, noting location and

REPORT FORM FOR CHECKING ON EXAMINATION BULLETIN BOARDS
(MICHIGAN STATE CIVIL SERVICE DEPARTMENT)

County.....County Seat.....

County Clerk.....Address of Clerk's Office.....

Name of staff member responsible for this report.....

Date.....

1. Is the bulletin board in a prominent place? Yes..... No.....

Remarks:.....

2. Are the posted announcements up-to-date? Yes..... No.....

3. What announcements are posted?.....

4. Are old announcements removed? Yes..... No.....

(They should be removed the day after the application dead line)

5. Is the bulletin board kept in a neat condition? Yes..... No.....

6. Were you treated courteously when you asked for an application blank?

Yes..... No.....

(Ask for blank for some examination which is not scheduled)

7. Did you receive the blank? Yes..... No.....

8. Additional Remarks:.....

.....

.....

prominence of bulletin boards, presence of current announcements, and whether or not old announcements have been removed. Even in state-wide jurisdictions a comparable personal investigation may be made of certain important information centers. A procedure of this sort has been worked out by the Michigan State Civil Service Commission in respect to the posting of announcements on county bulletin boards throughout the state. The accompanying form is employed for staff reports on these investigations. A modification of this form could easily be developed for use in connection with private institutions and organizations to which the agency's examination announcements are sent.

In those jurisdictions which find it impossible to conduct such firsthand investigations, effort should at least be made to check up by mail. The easiest method of doing this is through a reply postcard form calling for information as to whether recent bulletins have been received, whether they have been posted, and whether the organization desires to continue receiving announcements in the future.

Newspaper Publicity

The newspaper can be made an effective medium in positive recruitment, yet its full use in this respect is still exceptional. That lack of imagination and initiative which is so striking a characteristic of the recruitment program in many jurisdictions is nowhere better illustrated than in connection with the handling of newspaper publicity. The larger problems involved here are, of course, those of public relations, and they are intensively covered in another report in this series.¹¹ But the effective use of the newspaper in general recruitment is a special topic of importance.

Publicity in newspapers is of two general kinds, that in the news columns and that in the advertising sections. Of the two, the former is unquestionably the more effective. It is also the most neglected in public recruitment. While private concerns and other government departments have been developing pub-

¹¹ *Public Relations of Public Personnel Agencies*, pp. 106-23.

lic relations offices and have been learning the lesson that effective publicity is largely a matter of presentation, civil service commissions have been hiding their light under a bushel, assuming that the ideal recruitment goal was embedded in a set of irreducible legal minima. They have thus approached the question of newspaper publicity in terms of the standard requirement that examinations be announced in an official journal or in a prescribed number of newspapers of general circulation. They have not learned that, whether publicity is secured through the advertising or through the news columns, the method of presentation is what counts. The average commission seems still to assume that an examination announcement, prepared to conform to certain legal requirements, can also serve as a news release.

Positive recruitment connotes a positive approach to publicity of any type. The proper use of the newspaper as a medium demands careful study and the preparation by the personnel agency of special material with a news angle or a popular slant. Experience has too clearly shown that a civil service commission cannot assume that a city editor will try to discover for himself the news value discreetly concealed in examination announcements, or that large numbers of potential qualified recruits will be attracted by an obscure notice, set in small type and buried among other legal announcements.

News releases and attractive advertisements both require imagination and special effort in their preparation. They cannot be handled adequately as a routine matter, but should be the special concern of a qualified member of the staff. This is not the place to deal with the techniques involved in writing a news story, but some of the possibilities are revealed in the sample news release presented in the Appendix.¹² It is possible, with a little effort, to transform the dull technical details of an examination announcement into an interesting and readable news story which most editors will be happy to print. That such effort pays has been the experience of every jurisdiction

¹² See Appendix, p. 176, for text of news release issued by the Missouri Merit System Council.

which has made it. The state civil service agencies of California, Michigan, and Indiana, for example, have found that specially prepared news releases are among the most effective of all recruiting media. When the California State Personnel Board found it difficult to fill stenographic positions in outlying communities from general stenographic eligible lists, it scheduled a number of local examinations throughout the state and successfully publicized them by means of news releases written, in each instance, with a local slant.¹³ Thus, the newspaper is equally useful as a medium for blanket or selective coverage when geographical factors are involved.

Greater care in the preparation of advertisements will pay similar dividends. The Detroit Civil Service Commission, for example, has found specially prepared "want-ads" much more effective than the legally required announcements in the official city journal. There is no unavoidable reason for the usually stodgy character of civil service advertising. Even when funds are limited, as they are in most jurisdictions, advertisements can be phrased in more popular language without adding any considerable expense.

Radio Publicity

The radio, with its broad coverage and attention-producing qualities, possesses many advantages as an instrument in the general recruitment program. Yet, as in the case of the newspaper, its effective employment depends upon knowledge of its limitations and upon the careful preparation of publicity material especially adapted to it. To date, public personnel agencies have made relatively little systematic use of the radio in general recruitment. Agencies in New York, Dallas, and a few other cities have employed their municipal stations effectively. The Dallas Civil Service Board, in particular, considers the radio the most important of all recruiting media. Among the states, the New York State Department of Civil Service experimented a few years ago with spot radio announcements as

¹³ Richard W. Cooper, "Public Information and the Civil Service Agency," Master's thesis, University of California, May 1939.

a means of achieving geographical coverage, but abandoned its program with the depression. The State Civil Service Commission of Michigan has made considerable use of radio broadcasts in anticipatory recruitment, but little in direct recruiting. The California and Indiana state agencies have both found the radio an effective medium. Perhaps the Indiana experience has been most extensive. In that state radio announcements are prepared regularly by the personnel director, and they have proved especially valuable in supplementing other publicity devices.

For maximum effectiveness, the radio announcement must be prepared especially for radio. It should avoid technical terms and unnecessary detail and be so phrased as to take advantage of the attention-getting qualities of broadcasting. It should be prepared with full recognition of the fact that details given by word of mouth are more easily lost than those presented in writing. For this reason, repetition is not a fault in the radio "squib." A good example of such an announcement, prepared by the Indiana Bureau of Personnel, is presented in the accompanying illustration.

RADIO ANNOUNCEMENT (INDIANA BUREAU OF PERSONNEL)

November 19, 1937

State jobs for Junior Accountants are going begging. There are a number of vacancies which will be filled through competitive examination procedure in the near future for Junior Accountant. The Bureau of Personnel is advertising for Junior Accountants to file applications to take such examination. The State Bureau of Personnel, governed by law which grants no favors to political job hunters, has announced that an examination will be held for Junior Accountant. The salary range for this position is \$150 to \$195 per month. Everybody who meets the prerequisite qualifications as to education and previous experience in this field is eligible to take the examination. Write the Bureau of Personnel at 141 South Meridian Street, Indianapolis, and ask for an application blank immediately. If you pass the examination, you have an excellent chance to be called upon to begin a career in public office. Write the Bureau of Personnel at 141 South Meridian Street, Indianapolis, today.

MEDIA AND METHODS FOR SELECTIVE RECRUITMENT

Selective recruitment differs from the general variety we have been discussing in that activities are concentrated on particular sources of supply for the type of ability sought. It is most widely employed in the selection of administrative and technical employees, but has unexplored possibilities in other directions. Its role is enhanced by a positive approach to recruitment problems, based, as that approach is, upon careful analyses of the labor market and the use of directional, rather than blanket, publicity. Indeed, in proportion as recruiting activities become more positive, they will also become more selective.

This is not to suggest that generalized activities are unimportant or that they have no real place in a positive program. On the contrary, recruitment to the great mass of positions must always rest largely upon them. What we are suggesting is that a positive approach will lead inevitably to the discovery and recognition of the best sources of recruits for various classes of positions and that, to the degree that such sources are isolated, recruiting activities will then become selective and specialized.

We have said that the characteristic feature of specialized recruitment is directional, rather than blanket, publicity. Although the techniques involved do not differ radically from those discussed under general activities, a few procedures are emphasized by the specialized approach. The more important of these are: (1) the preparation of classified mailing lists; (2) selective advertising in professional journals and trade publications; (3) direct contacts with schools, professional associations, and trade unions; and (4) contacts with civil servants in related occupational fields. Each of these will be discussed briefly.

Classified Mailing Lists

The preparation and utilization of the classified mailing list do not differ materially from similar procedures already discussed in connection with the general list. In both instances the preparation depends upon staff initiative and in both the list is utilized for the distribution of publicity materials. The

classified list is arranged, however, to cover the principal sources of specialized recruits, whereas the general list aims at reaching an undifferentiated mass. A single example will illustrate this difference. Schools will occupy a prominent position on both lists, but on the general list one would expect to find public schools, liberal arts colleges, and so forth, while the classified list would include engineering schools, medical schools, law schools, business colleges, schools of accountancy, and the like. Preparation of such specialized lists demands careful analysis of the labor market and of personnel sources.

The institutions, organizations, and individuals comprising the classified list are arranged in broad occupational groupings. When a particular examination is announced, the appropriate section of the whole list is circularized. This is most expeditiously done if the whole is filed on addressing machine plates or stencils, under such headings as "accountant," "machinist," "registered nurse," and so on. It is then an easy matter to revise the list or the classification at any time and the actual process of mailing literature is simplified.

In theory, at least, the geographical area covered by the classified list should be greater than that included in the general list, because of the specialized nature of the sources represented. It is a general principle of positive recruitment that the more highly specialized the position to be filled, the wider should be the geographical recruiting area. When the highest qualifications are required, the whole nation may be none too extensive a field. Indeed, some of the local government services in England, in their search for qualified applicants, have been known to canvass not only the British Isles but the Dominions as well. Such broad coverage is unusual in the United States and is prevented in many jurisdictions by ill-considered residence requirements. But the general rule still stands.

The methods of using the classified list may be either personal or impersonal in character. That is, the list may be used to distribute standard examination announcements or personalized letters. The latter are more effective but require greater effort and expense. It is possible, however, to devise a personalized

form letter for each specialized examination, as is frequently done by the Milwaukee County Civil Service Commission. If they are carefully prepared, such letters are far more effective than a mimeographed or printed announcement. When a position is particularly difficult to fill, the Milwaukee County Civil Service Commission canvasses the country, following up original letters with others where necessary. This is positive recruiting in the best sense of the term.¹⁴

Selective Advertising

American public personnel agencies have made surprisingly little use of selective advertising in trade papers, professional journals, and so forth. There are two principal reasons for this neglect. In the first place, statute makers have been distressingly ignorant of recruiting problems and have surrounded the personnel administrator with indefensible legal restrictions. The standard law, with its provisions for "publicity" either in an official paper or in newspapers of general circulation, assumes that all types of recruits are to be reached through the same medium. Yet it is obvious that in attracting experts, selective publicity will yield a wider coverage than will general publicity. A single announcement in an engineering magazine will be seen by more engineers than half a dozen announcements in papers of general circulation. Publicity has merit only as it reaches the desired source—a consideration which seems seldom to have occurred to lawmakers throughout the nation.

A second reason for the neglect of selective advertising is the financial one. Most civil service commissions are woefully underfinanced. After they have met the minimum legal requirements of publicity they have no funds left for more positive efforts. This situation could be improved if greater legal flexibility could be achieved. In terms of results, as far as specialized recruiting is concerned, selective advertising will be found to be much cheaper than general. The difficulty is that

¹⁴ A sample letter used by the Milwaukee County Civil Service Commission is included in the Appendix, p. 184.

most laws require general advertising of even the most specialized examination, thus causing the dissipation of funds which could be employed more fruitfully.

Personal Contact with Major Sources

Not even the most skilfully prepared literature is as effective as direct contact with the major personnel sources. It is surprising, therefore, that so little has been done in the way of staff visits to schools, trade union headquarters, offices of professional societies, and the like. Particularly in compact jurisdictions, such as municipalities, these personal visits would present few problems and, although time consuming, would be found amply warranted by the results.

It is unnecessary to discuss in detail the advantages of a personal contact in comparison with the use of impersonal literature. A visit from a member of the staff of the personnel agency will not only awaken greater interest but will also provide an opportunity to clear up any questions concerning public employment. Large private organizations—the American Telephone and Telegraph Company, Western Electric, Standard Oil, and similar concerns—have developed extensive programs of personal visits by recruiting officers. In this respect they are far in advance of standard civil service procedure.

Preparation for such personal visits should be painstaking. It is not sufficient for a staff member to “drop in.” In visiting schools and colleges, for example, the date of the visit should be arranged well in advance through the school or college placement officer. If possible, arrangements should be made for a brief assembly of all interested persons at which the recruiting officer could make a short talk and answer general questions. Ample time should then be left for personal interviews, preferably scheduled in advance by the school placement officer.

In conducting such a program careful study is essential. The major emphases of the institutions to be visited should be ascertained in advance and the material to be presented adapted to conform to them. It is obviously futile, for example, to spend

time on careers for chemists in an institution with a notoriously weak chemistry department.

The staff members selected for such personal contacts must be carefully chosen. It is questionable whether all types of contact should be made by the same person. The man whose recruiting activities are highly successful in the college field may fail in relations with union labor. Specialization is the key to success in this sort of activity. Yet in the small jurisdiction it may be impossible to secure such functionalized specialization. There, the "contact man" must rely upon careful study and imagination to supply him with clues as to the proper approaches in a variety of situations.

When the relationship between the personnel agency and the operating departments is closely cooperative, officers of the operating departments may serve as contact representatives. In large jurisdictions such a cooperative approach may be the only one, although it is a desirable one in any event. Recruitment to the federal service has been greatly facilitated by this means. For years the Bureau of Public Roads, the Forest Service, and several other departments have maintained their own contacts with major sources of recruits. More recently the Department of Agriculture has embarked upon a large-scale program of visiting schools and colleges. The personnel agency should lend encouragement to any such developments.

Contacts with Civil Servants in Related Occupation Fields

To keep in touch with professional workers in related fields of public employment may prove especially useful in recruiting to highly specialized positions and to those for which it is difficult to develop an adequate supply of candidates. Experts already in the service usually belong to professional societies and maintain professional contacts outside the service. In consequence, they may be very helpful, not only in suggesting likely sources of recruits, but also in actually encouraging well-qualified people to apply. They should certainly be consulted in developing any program of recruitment to highly specialized positions.

RECRUITMENT IN CLOSED PROMOTIONAL COMPETITIONS

The attraction of candidates to closed promotional examinations is a particular type of specialized recruiting. Since promotions must loom large in any career system and since many civil service laws require competitive examinations as a basis for promotion, the problems involved in such recruiting are especially important. These will be considered under three major headings: (1) the determination of the promotional area; (2) publicizing the promotional examination; and (3) the use of personnel records as a basis for recruitment.

Determining the Promotional Area

The technical problems involved in the determination of the promotional area are largely questions of classification procedure and, as such, are outside the scope of this report. Suffice it to say that the service should be broadly organized into a number of integrated career hierarchies, determined upon the basis of job analyses; and that each hierarchy should have an appropriate method of entrance, related to appropriate experience and training. With such an ideally organized classification, movement up the several career ladders would be a matter of promotion. Even with such an ideal organization, however, it is doubtful whether the promotional area should be restricted to the hierarchy within which the promotion is to be made, and in its absence such restrictions are positively harmful. The general rule should be the extension of the promotional area to all those within the service who possess at least the established minimum qualifications for the position to be filled. The adoption of such a policy would have far-reaching effects in eliminating blind alley jobs, strengthening morale, and producing that fluidity of personnel which is essential to a career service.

Needless to say, so broad a conception of the promotional area is today exceptional. Most public personnel agencies labor under statutory limitations in this respect or find their efforts hampered by the departmental separatism which is traditional

in this country. It is sometimes provided, for example, that "all examinations for promotion shall be competitive among such members of the next lower rank as desire to submit themselves to such examination," while other statutory provisions often govern the length of service required before competing for promotion.¹⁵ In the latter respect, six months is a common rule, for probationary periods are usually of this duration. As far as possible, personnel agencies should work for the elimination of unrealistic statutory restrictions to the end that the determination of the promotional area may be an administrative matter.

Publicizing the Promotional Examination

Once the appropriate promotional area has been determined, the next step is to see that all interested persons in that area are aware of the pending examination. This is not particularly difficult because the area of recruitment is narrow in comparison with that involved in an open competitive examination. Also, those to be reached by publicity are already in the public service and operating officials may be expected to cooperate in bringing an examination to their attention.¹⁶ Nevertheless, special efforts are required. These are of three general kinds: (1) the use of departmental and office bulletin boards; (2) publicity in the publications of employee organizations; and (3) personal contacts with leaders of employee organizations, or in small jurisdictions, with the potential applicants themselves. None of these procedures raises any particular problems. As in other aspects of the recruitment process the assistance of departmental officers is necessary.

Use of Personnel Records as a Basis for Recruitment

Where comprehensive personnel records have been installed, the personnel agency may find them useful instruments in promotional recruitment. This will be especially true in filling positions which are somewhat outside any regularly recognized career line. At such times, information as to hobbies, interests,

¹⁵ See Oliver P. Field, *Civil Service Law* (Minneapolis: University of Minnesota Press, 1939), pp. 129ff.

¹⁶ See Ward Stewart, "N.Y.A.'s Posting and Promotion Plan," *Personnel Administration*, January 1942, pp. 5-9.

further education, special capacities, or accomplishments, may provide important clues as to likely candidates. Such comprehensive records will also prove useful in fixing the area of promotion, where that has not already been determined upon the basis of the classification plan.

MEASURING THE EFFECTIVENESS OF RECRUITING ACTIVITIES

The public personnel agency engaged in a program of positive recruitment is naturally interested in determining its effectiveness in various directions. One rather rough measure is supplied, of course, by the application or inquiry rates, but these fluctuate widely as a result of factors beyond the control of the personnel agency. There is need for intensive investigation of the relative value of various procedures and of particular media. So far, little has been done along these lines. In 1931 the United States Civil Service Commission conducted a limited inquiry into various methods of publicizing examinations. It asked 3,200 applicants to fill out questionnaires with information as to where they first learned of the examination. A somewhat similar study was undertaken by the California State Personnel Board in 1937. For a period of one month every person who took an examination was asked to reply to similar questions.

The results from these two investigations are more interesting than enlightening, so far as any general lessons are concerned. What is needed is a large number of such studies, after which we can begin to draw some general conclusions about the relative effectiveness of, say, radio and newspaper publicity. Individual jurisdictions could conduct many significant experiments along these lines, varying their publicity programs and carefully noting the results. At present, most personnel agencies are working pretty much in the dark. Analysis of the relative effectiveness of various publicity devices and procedures is an important step in a program of positive recruitment, but one still generally neglected.

The former Arkansas State Personnel Division, the Civil Service Council of the Michigan Unemployment Commission, and the Alabama State Personnel Board have included in their application blanks a check list of sources of examination in-

formation. All applicants were asked, as a matter of routine, to check the source from which they first learned of the examination. The Arkansas form is reproduced herewith.

CHECK LIST ON SOURCE OF EXAMINATION INFORMATION
(ARKANSAS STATE PERSONNEL DIVISION)

Indicate below the source from which you first learned of this examination.
(Check source.)

-Newspaper story (newspaper name and date).....
-Newspaper advertisement (newspaper name and date).....
-Radio announcement (radio station name and date).....
-Professional or trade journal (publication name and date)
-Printed bulletin or poster (location of announcement).....
-Mailed notice of examination (give source of notice).....
-Present employee of organization (name optional).....
-Person not connected with organization (name optional).....
-OTHER (specify).....

There is provided by this procedure a running commentary on recruitment media. If a number of other jurisdictions would follow suit, progress might be rapid. At any rate, the personnel agency would almost certainly uncover some surprises and learn a great deal more of its actual accomplishments than it knows now.

With this discussion of the broad aspects of anticipatory and direct recruiting we conclude this phase of the subject. In the following chapters attention is directed to some of the more specific problems involved in forecasting future personnel needs and developing the recruitment schedule.

Chapter III

Determining and Forecasting Personnel Needs

THE FIRST step in the administration of a positive recruitment program is the determination and forecasting of personnel needs as a basis for planning the recruiting schedule. Such forecasting is of the utmost importance. Unless it is carefully done the personnel agency can scarcely hope to escape a discouraging round of provisional appointments or top-heavy lists of eligibles. Yet no aspect of recruitment is more universally neglected. This neglect seems due in part to lack of funds and in part to a depressing failure of imagination. The average civil service commission appears to regard its recruiting operations as being geared to personnel requisitions, and to conceive its role as one of watchful waiting until a requisition is received. The impulse which most often sets in motion the cumbersome machinery of selection is the request for certification. That is the catalyst, the goad to action.

Yet it must be apparent to everyone that competitive selection is too intricate a process to be begun only after the receipt of a requisition. It must be evident that *recruitment should anticipate demand* rather than follow it. Otherwise, the only recourse will be to provisional appointments. There is no other practical possibility. The number and variety of provisionals constitute a good index, therefore, of the extent to which the personnel agency has succeeded in rationalizing the selection process. When the staff aspects of planning have been emphasized, provisional appointments will be kept to a minimum.

It is, of course, theoretically possible to avoid both detailed planning and provisional appointments. This might be accomplished by the maintenance of large current eligible lists against all contingencies, however remote. Such a procedure could be

termed "blanket" or "blindfold" recruiting. Yet it is hardly practicable and is obviously undesirable. It would dangerously increase recruiting and examining costs. It would magnify the already serious wastage of eligibles. In the long run it would certainly lower the prestige of the personnel agency and of the jurisdiction it represented.

There is, therefore, no escape from careful planning. The determination and forecasting of probable near future demand for various types of personnel must be the invariable first step in any positive recruitment program. The personnel agency which neglects this important step imperils its whole system of selection. Plan or fail—these are the alternatives.

POTENTIAL SOURCES OF DEMANDS FOR PERSONNEL

Forecasting personnel needs involves at the outset a careful analysis of the potential sources of demands for personnel. A survey of the working forces of established agencies is the most logical point of departure in this connection. Demands for new personnel from departments already in existence may come about as a result of:

1. Ordinary turnover,
2. Expansion of existing working forces, or modification of work methods, or
3. Promotions, arising largely from the operation of the first two factors.

The first step in recruitment planning is the careful analysis of turnover statistics. These constitute the basic data for planning purposes wherever the functions and organization of a department are relatively stable, and, even in highly dynamic situations, they are important indexes.¹ To be sure, we are dealing here with persons who leave their jobs for many varied reasons, but any turnover study involving more than a handful of employees will reveal a surprising statistical stability in the well-run enterprise. The separation of particular individuals is unpredictable, but rates of separation for the body of em-

¹ See the Committee report on Separations in this series.

ployees as a whole can be determined and predicted with considerable accuracy. So true is this, in fact, that any violent fluctuation in the incidence of turnover is a danger signal to the personnel administrator. It indicates some new factor in the situation to which the personnel system has not been adjusted and which demands immediate attention. The induction of manpower into the armed forces, and the migration of workers to higher paid jobs in defense industry are current illustrations of factors contributing to abnormally high turnover.

Ordinarily, an analysis of turnover data will supply a sound basis for recruitment planning in a stable organization, that is, in an organization which is neither contracting nor expanding, and in which no substantial changes in functions or work methods are under way. Elsewhere, turnover statistics are also important, but they need to be supported by a considerable amount of other data. This matter receives further consideration later.

The anticipation of demands for personnel is, of course, much more difficult in connection with those agencies whose activities are expanding or in which the adoption of new work methods or of new machinery is changing the character of the personnel required. It is in connection with planning for such agencies that the necessity for cooperation between the operating officers and the personnel department is most boldly underscored. The personnel officer who is not a "part of the works" or who is regarded with suspicion by the departmental officers will be severely handicapped in forecasting personnel demands. Nowhere is a spirit of teamwork and of mutual assistance more necessary, for the plotting of a recruitment schedule under those conditions depends upon familiarity with major departmental problems and future plans. No machinery, therefore, will compensate for the absence of an easy and trustful relationship between operating agencies and the personnel officers.

The factors resulting in an expansion of working forces are so many and so diverse as to defy exact analysis. They include such things as increases in the public demand for an old established service, changes in the social, economic, or political order

resulting in the supply of a new service, the adoption of new technological methods requiring a new type of personnel, and so on. Most of these are extremely difficult to forecast and they certainly cannot be predicted if the personnel director does not enjoy the confidence of other officials.

In some expanding departments planning is much easier than elsewhere. Many public agencies under aggressive department heads have expanded because they have sold their services to the public so successfully that legislators are practically forced to vote additional funds. After a year or two under such management, the recognition and acceptance of the need for an adequate budget and personnel come about in such an orderly fashion that the recruiting planner can actually depend on this expansion as a fairly steady factor. He must, however, be constantly on the alert for any sign that public esteem for the agency is beginning to wane.

Demands for personnel arising as a result of promotions raise few problems of a special sort. Promotional opportunities result, of course, from ordinary turnover, from an expansion in working forces, or from a change in work methods or organization. If each of these factors receives due consideration in recruitment planning, demands caused by promotions will raise few problems. It is, of course, a matter of great importance whether the established policy is one of filling high-grade positions from within or from without. In connection with recruitment planning it is obviously much simpler if there is a policy of regular promotion. In that case, planning is restricted to the larger and more manageable "entrance grades" and systematic forecasts can be made upon the basis of estimates of the rate of separation and the rate of expansion. If, on the other hand, vacancies in higher positions are to be filled from outside the service, systematic planning becomes extremely difficult. What is then involved is a prediction of the likelihood that a given position will fall vacant—a prediction that is almost impossible to make. Among the many other advantages of a career system based upon an established policy of promotion, therefore, is the fact that it facilitates recruitment planning.

ANTICIPATING DEMANDS FOR PERSONNEL

With these introductory remarks we turn to a review of some of the techniques at the command of the personnel administrator who desires to make a fairly accurate estimate of the demands for personnel which will arise in his jurisdiction in the near future. Planned recruitment schedules must be based on a knowledge of existing needs and the prediction of future personnel demand. The first requirement is for information. Formal requests for certification, payroll records, organization studies, and similar data yield such information in regard to existing requirements. The difficult problem, as already suggested, is the anticipation of future demand. The following is a partial list of methods that have been or might be used in forecasting future vacancies:

1. Analysis of the recurring nature of prior examinations
2. Consideration of seasonal positions and fluctuations in employment in specific occupational fields
3. Check on the expiration of generally utilized eligible registers
4. Measurement of the extent of depletion of all live eligible registers, including the trend in appointment refusals by certified eligibles and rejections of eligibles by appointing officers
5. Analysis of turnover statistics by grade and class, organizational units, and major causes
6. Analysis of reasons for resignation and appointment refusal
7. Analysis of future retirement
8. Systematic appraisal of employees to determine the availability of promotional material
9. Analysis of reinstatement and layoff registers and lists
10. Collection of advance information from operating departments as to prospective needs or probable future developments
11. Collection of information about departmental needs from personnel and research surveys
12. Analysis of budget allocations, project approvals, construction schedules, grants-in-aid, and so forth

13. Analysis of reports of planning boards, and similar agencies

14. Analysis of legislation, both proposed and adopted, creating new agencies or enlarging activities of existing ones

15. Consultation with legislators and members of policy-determining bodies.

Each of these may provide valuable data upon which to base a forecast of future personnel demand. The progressive personnel agency will employ as many of them as possible, for good management is always in the first instance a matter of the acquisition of comprehensive information. It is precisely at this point that the most serious failures in personnel management have occurred in the past. In numerous jurisdictions the personnel agency is working blindfolded, because of a failure to collect adequate data.

It is unnecessary to discuss all these sources of planning information. Some of them, such as analyses of the recurring nature of prior examinations, checks on the expiration of generally utilized registers, periodic examination of the depletion of live registers, are widely utilized for planning and control purposes.² These procedures provide an absolutely minimum basis for recruitment planning. They supply crude indexes of probable future demand and, as such, are valuable. But they need to be supplemented by others.

Some of the most useful information, as previously suggested, may be derived from a study of statistics of turnover—an undertaking easily within the reach of any personnel agency which has established an adequate set of personnel records. In this connection it is not sufficient to rely upon the gross figures for separations even if they are broken down, as they must be, into rates for separate classes of employees. Such gross figures are useful in indicating general trends and in comparing the situation in one year with that in others. But to be adequate for purposes of planning, the data should be broken down into: (1) departmental rates (in large organizations, bureau and even section rates); (2) rates for various classes by such organization

² See the Committee report on Eligible Registers in this series.

units; and (3) rates by principal causes of separation. The latter breakdown is most often neglected and is especially important. Among the major factors which need be considered in this connection are: (1) the death and superannuation rates; (2) the dismissal rate; (3) the rate of separation due to marriage; and (4) the rate of movement out of the service and into other positions in private or public employment. Each of these sharply illumines the recruitment problem. The death and superannuation rates will vary, of course, from one agency to another depending upon the average age of the working force. How important a careful study of these factors may be is illustrated by the experience of one large federal department which discovered that, for a period of years in a highly technical type of position, more employees would arrive at the retirement age each year than the total of technically trained graduates of accredited schools. When this fact was uncovered, steps were immediately taken to stimulate training in that area. This is an excellent example of positive recruitment, which does not regard recruiting as a hand-to-mouth proposition, but as a process requiring planning far into the future.

The marriage rate is most significant, of course, in connection with those establishments employing a large proportion of women and in planning recruitment to the general clerical classes. This, too, will be related to the age of the working force. The dismissal rates and the extent of movement into other positions not only provide important clues to the character of existing service conditions, but are also significant indexes of the adequacy of present recruitment policies. A high dismissal rate or large numbers of separations in order to take up other employment are warning signals to the alert personnel administrator. They may indicate that the wrong type of person is being recruited for a particular class of positions.

Accurate and carefully analyzed turnover statistics will be found to contribute in many other ways to recruitment planning, but these suggestions should indicate their importance in this connection. They provide, more than any other single set of data, the essential raw materials for forecasting probable

future personnel demand. It is, therefore, surprising that so few personnel agencies make any real effort to assemble them.

A third type of information may be obtained from systematic appraisals of employees, in order to determine the availability of promotional material, and from analyses of layoff and reinstatement registers. Such procedures are basically surveys of potential supplies of recruits and do not differ fundamentally from a study of labor resources in the community at large. In recruitment planning it is not sufficient to forecast personnel demand. Attention must also be devoted to questions of potential supply. The careful study of labor resources within the area served may be too expensive a task for any but the larger and better financed personnel agencies. But every commission can and should make such surveys of the available personnel on its own registers or among the employees subject to its jurisdiction.

Forecasting demand for seasonal employees is in a rather special category and presents few difficult problems. The basic planning data in this instance would include analyses of seasonal fluctuations in employment in previous years—that is, study of variations in the accession rate for different classes of positions at different times. When these are carefully made it is possible to anticipate seasonal demands with considerable accuracy and to have available in advance the necessary registers of temporary eligibles. But despite this fact, little has been done toward systematizing this type of employment.³

So far, all of the information which we have been discussing has one common characteristic—it is based upon or derived directly from an adequate system of central personnel records. But the recruitment planner cannot stop with these, important as they are. None of them will forewarn him of large-scale future changes or of probable major trends in public employment. For hints on such matters he must go beyond his own records. He will find important and pertinent information in budget estimates, annual reports, legislative journals and acts, reports of

³ See the Committee report on Limited Term and Excepted Appointments in this series.

citizen groups and planning bodies, and so on. No publication which sheds any light on the probable direction of future expansions or contractions can safely be neglected.

The budget is, perhaps, the most fruitful source of planning data outside the personnel records. In jurisdictions where the personnel director is not officially a part of the budgeting process, he should take definite steps to become an unofficial participant in this function which has so much bearing on his own work. Here are most clearly reflected the operating departments' own estimates as to the character of their future personnel needs. Thus, the personnel agency may be forewarned by the budget estimates, either directly through variations from previous allowances for salaries or wages, or indirectly through items for building or equipment purchases. For example, the personnel officer discovers in the budget an allotment of funds for the construction of a new hospital to be completed within two years. There is, of course, no item as yet for personnel, but the progressive planner does not wait for its appearance two years later. On the basis of past experience he immediately prepares his own estimate of the number of hospital attendants, practical nurses, registered nurses, doctors, surgeons, kitchen aids, occupational therapists, and so on, which will be needed. He then considers the question of the best probable sources of supply and begins to lay his plans for reaching those sources. By the time the hospital is finished he is ready with a carefully devised scheme of recruitment.

Comprehensive annual reports are all too seldom issued by public agencies. In those fortunate jurisdictions that have a good reporting system, the personnel agency should detail at least one competent subordinate to review and digest any publication which may have bearing on the expansion of a program. Of course, these plans are not as likely to be carried out as are those that have successfully passed a budget office and are ready to be submitted to the appropriation committees.

Probably most of the larger personnel agencies have staff members reviewing legislation that has direct bearing on their programs. It would seem desirable for such employees to have

their duties expanded to include the reading of legislative journals and of all new laws in order to digest for the administrator sections bearing on recruitment needs.

A personnel director should keep in especially close touch with a new department when its basic law provides for the hiring of "such personnel as may be needed to carry out this act." In the federal service, for example, the officials of the United States Civil Service Commission have rendered invaluable aid to new agencies in solving their recruiting problems. The problem is usually stated in some such terms as these: With so many dollars available, how much money should be spent for personnel and for the other items of a budget; and when we have determined the amount available for personnel, what should be allocated for clerical service, for technical assistance, for administrative personnel, and so on? A personnel agency can materially assist the administrator of a new program in answering these questions and will be in a much better position to plan its own recruiting program after it has answered them.

The competent departmental official is the best source of information on the personnel needs of his own agency. But in many jurisdictions there are so many of these officials acting semi-independently—there may be over a hundred—that the problem becomes the practical one of the best method of keeping in touch with them on this subject.

One approach is to make a periodic canvass of the departments in order to obtain estimates of their future needs for each class of positions. This can be done either by means of a formal questionnaire in the larger or more complex jurisdictions, or by informal conference methods in which representatives of the personnel office and the departments sit down together to work out a joint program.

The informal conference method has a number of important advantages. Misunderstandings may be cleared up immediately without the necessity for elaborate and costly correspondence. More important is the fact that not only does the department put over its own needs clearly, but the central personnel agency can sell itself and define its limitations in a manner which could

never be accomplished by a cold questionnaire. If a recruiter is to sell his program he must see the users of his services. If he wishes to obtain adequate appropriations, he will find that department heads who are aware of the limitations imposed by inadequate personnel budgets will become important allies before legislative committees.

Sometimes a notification procedure is worked out through which the personnel agency is notified of intended promotions, resignations, or retirements so that plans for filling anticipated vacancies may be made well ahead of time. In other jurisdictions, where close relations with the departments are maintained, reorganizations and the adoption of new machinery or methods are discussed far in advance of the impending change in order that well-knit plans of recruitment may be devised. Both procedures are desirable.

FORMAL AIDS FOR DETERMINING THE NEED FOR PERSONNEL

The central personnel agency is frequently supported in its efforts to obtain advance information on departmental personnel needs by rules or laws requiring prior approval of some official before a vacancy can be filled. The official approving agency may be one or more of the following:

1. The budget or fiscal authority
2. The jurisdictional executive
3. The jurisdictional lawmaking body
4. The central personnel agency.

The ideal location of this power is today a matter of dispute. It is argued, on the one hand, that it should be exercised by the personnel agency as an integral aspect of personnel management. Those who take this view maintain that the central personnel agency should be charged with general supervision and control of all staffing matters, subject only to declarations of policy by the legislative and executive branches. They further point out that the requirement of prior approval by the personnel agency before a vacancy is filled serves as an additional warning of pending employment needs.

On the other hand, there is often a feeling among personnel

officers that when this power is exercised by such an agency as the civil service commission, the resultant friction between the commission and the departmental officials more than outweighs any attendant advantages. They point out that the personnel agency should be essentially a service department, rather than a regulative one, and that its job is to supply the needs of the operating departments, rather than to determine what those needs are. They accordingly feel that any veto over the filling of vacancies should be exercised by a fiscal rather than a personnel agency, or by the chief executive himself.

It is obvious that there are involved here two basically different views of the administrative position of the public personnel agency. On the one hand it is regarded as a rather static service agency comparable, perhaps, to a purchasing department. On the other it is viewed as an aggressive instrument of personnel control. Either view is valid under certain conditions. Where personnel management is an integral concern of the executive branch and the personnel agency is viewed as an arm of the executive, it should probably be charged with all major control functions. But where, as is so frequently the case, the personnel agency is independent of the executive branch it should probably confine itself largely to servicing the operating departments.

Wherever the power to pass upon the filling of vacancies rests, it should be used as a lever to assist in the education of department heads in matters of planning a recruiting program. Criticisms are sometimes made of the federal system for its slowness in providing replacements for old positions or appointees for new positions. Nevertheless, once an official operating under this system has experienced its delays, he begins to plan well in advance for his personnel needs.

There is a growing tendency on the part of lawmakers to write into the acts establishing civil service commissions provisions similar to the regulations we have been discussing. Some have even gone further by attempting to establish machinery for the determination of the urgency of personnel needs. For example, in the first civil service act of the State of Michigan

(later greatly modified), which was adopted upon the recommendation of a special commission headed by Dr. James K. Pollock of the University of Michigan, the following section appeared:⁴

As soon as practicable after this act takes effect, and in any case within two years and thereafter as often as necessary, the director shall investigate the need for every existing position in the classified service, and shall report to the [Civil Service] commission the findings of such investigation and his recommendations as each department is completed. The reports shall include recommendations as to the most effective means of discontinuing any positions which are not needed. . . .

The plan recommended by the state personnel director was to become effective if approved by the governor and an administrative board composed of certain elective executive officials.

Provisions similar to the following section of a model state law are more common:⁵

(a) Before establishing a new position in the classified service or making any permanent and substantial change in the duties, authority or responsibilities of a position in such service, an appointing authority shall notify the Director in writing of his intention so to do.

Some recruiters may feel that too much emphasis is given in the above section to the necessity for classification. However, such feeling is scarcely justified since the employment procedure cannot be conducted on a sound basis until the classification process is completed. What is desirable, of course, is for the personnel agency to project the statement appearing in the law beyond the need for classification to the establishment of adequate facilities for the accomplishment of all the objectives of a sound personnel program. If the classification staff will work closely with the recruiting staff, it should be possible for the two to plan jointly for positive recruitment.

There will always arise situations in which a department head, no matter how well intentioned, will be unable to antici-

⁴Sec. 10, 346 P.A. 1937.

⁵National Civil Service Reform League and National Municipal League, *Draft of a State Civil Service Law*, Section 13.

pate a vacancy. Some employees leave jobs without notice. Accidental death gives no advance warning. It has to be recognized that one cannot foresee all the actions of a group of employees. What is the department head to do in such a situation?

In a jurisdiction having a civil service law, the department head who is unable to obtain an immediate certification from an eligible register usually requests permission to make a provisional appointment. This type of employment may last for six months or longer, even in well-run jurisdictions, and easily becomes a serious management problem. In the first place, provisional appointees must be trained to fill the job, no matter how short their assignment is to be. Training is expensive and, for all but the simplest job, takes considerable time. The biggest drawback, from the management point of view, is that just about the time the employee is beginning to deliver a fair quantity of work he must be replaced and the whole process of induction gone through again.

This procedure may have a bad effect on the recruiting program also. The presence of provisional employees may keep away applicants who feel that these short-time incumbents will have an unfair advantage over any outsiders because of the special training they have received. Moreover, the temporary incumbent often feels that he has acquired certain rights to the position and may in extreme cases even attempt to get exempting legislation passed in his behalf. For these and other reasons the problem of provisional appointments is a serious one.

The method of overcoming these difficulties is yet to be devised. They can, however, be minimized by planning and by a few simple procedures. It should be possible for any but the most seriously underfinanced commissions to maintain current eligible lists for at least the more common classes, so that provisional appointments in those areas may be avoided. In other cases, where a vacancy occurs in a class for which replacements are rare, it is often possible to make a temporary special assignment of a permanent employee until such time as an examination can be held.

Moreover, the numbers of provisionals can be reduced in

almost any jurisdiction by intelligent use of related registers and by the institution of general registers for all of those positions not requiring previous experience. An interesting suggestion along this line was made by former United States Civil Service Commissioner Samuel H. Ordway, Jr. He proposed to the President's Committee on Extension and Improvement of the Merit System that all positions subject to the jurisdiction of the Commission be divided into two groups: (1) those for which no previous experience was necessary, and (2) those requiring specific experience. For the first group annual aptitude examinations would be given at each of the principal educational levels (grade school, high school, and college) for all applicants who wished to be considered for positions falling within such educational groupings. Upon the basis of ratings on these brief aptitude tests, a number sufficient to meet the requirements of the service would be selected for more intensive testing later.

In the case of the second group of positions—those for which some special experience was a prerequisite—he also suggested a novel recruiting procedure which would certainly facilitate planning and help to reduce the number of provisionals. He proposed that the Commission receive, from each applicant who wished to be considered for such positions, an “application for consideration” which would be rather detailed in regard to experience and educational background. This information would then be coded and put on punch cards. Whenever it became necessary to establish a register for a particular position the Commission would first determine the ideal combination of education and experience for that position and then draw from the sorting machine all cards representing such a combination. This group could then be subjected to rigorous testing.

The advantages of some such procedures as these are rather obvious. Not only would the examination load be greatly reduced, making possible more thorough testing, but the whole process of recruitment and selection would be so speeded up as to make it possible to fill the bulk of all positions without resort to provisionals. The experiments in these directions now

being undertaken by the United States Civil Service Commission and the California State Personnel Board, among others, should be closely watched by all personnel administrators.⁶

EVALUATION OF CURRENT PROCEDURES AND PRACTICES

As a general proposition it may be stated categorically that the present situation in respect to recruitment planning is almost wholly unsatisfactory. Despite the wide variety of techniques which might be employed to assist in forecasting personnel needs, this aspect of administration is almost everywhere neglected. Indeed, many public personnel agencies seem blissfully unaware that their programs should include any planning elements whatever and are content to accept large numbers of provisional appointments as an inevitable accompaniment of the employment process. Such inertia is understandable only in terms of the negativistic philosophy which has permeated personnel administration in this country, too frequently bringing administrative paralysis in its wake.

Even in some of the more progressive jurisdictions there has been a striking neglect of this aspect of the employment process, leading to improperly conceived and badly timed recruiting efforts with consequent wastes and inefficiencies. Indeed, nearly one-third of the jurisdictions included in the Civil Service Assembly survey make no regular attempt to anticipate personnel demand or to project recruitment plans into the future. This situation seems inexcusable, even granting the generally unsatisfactory character of the financial backing accorded the personnel agency. A more positive attitude on the part of some civil service commissions might, indeed, go far to overcome the traditional apathy in the matter of legislative support.

On the other hand, in a number of jurisdictions, well-considered efforts are being made to anticipate demands for personnel. In the New York State Department of Civil Service,

⁶ See *Statement of the United States Civil Service Commission Concerning the New Civil Service Rule III, "Examinations"* (Washington: Government Printing Office, 1938), and Samuel H. Ordway, Jr., *Discussion of Problems of Recruitment and Examination in the Federal Service, etc.*, before the President's Committee on Extension and Improvement of the Merit System, February 1939.

the executive budget is reviewed annually by an Associate Examiner with a view to determining what new positions are likely to be established. This review occurs at the time the budget is submitted to the legislature. An immediate check is then made to determine whether existing eligible lists are adequate to meet the potential demands. This agency has also made rather careful studies of certain seasonal fluctuations in employment with a view to their anticipation.

In Wisconsin, the Bureau of Personnel reviews all bills passed by the legislature, and is thus forewarned of the creation of new positions. It is, moreover, on a friendly footing with departmental officials, a fact which has led to unusually close cooperation in all employment matters. In the Indiana Bureau of Personnel a satisfactory basis of cooperation also seems to have been established, and provision is made for periodic conferences between operating officials and personnel officers at which plans are jointly developed.

Many other illustrations of progressive practices might be cited. The Detroit City Civil Service Commission finds a careful review of budget estimates the most useful procedure for anticipating personnel demand. In Alameda County, California, provisional appointments have almost disappeared as a result of successful efforts on the part of the agency to forecast personnel needs. There the attempt is made to anticipate staff requirements on a quarterly basis. Four times a year existing eligible lists are reviewed and departmental plans surveyed. The Alameda County agency has stopped short of the desirable goal, however, in that no effort is made with respect to laborers or seasonal employees.

Perhaps the most completely developed operating systems for determining personnel needs are to be found in Milwaukee County and in the Tennessee Valley Authority. The Milwaukee County Civil Service Commission serves a jurisdiction employing about three thousand persons. It may thus be taken as more or less representative of the medium-sized agency which has adopted a positive recruitment program. In forecasting personnel needs it relies principally upon four general procedures:

(1) the careful analysis of turnover statistics, particularly with respect to seasonal employment; (2) frequent informal conferences between operating officials and personnel officers at which departmental plans are discussed; (3) periodic review of eligible lists at four-month intervals; and (4) participation in financial administration, budgeting, and salary control. Thus, beginning in August of each year, the Milwaukee County Civil Service Commission embarks upon a pay study in the course of which information is assembled regarding salaries and wages, the probable creation of new positions, and so on, for the coming year. This Civil Service Commission is in a rather unusual position in this respect, since it possesses more complete powers in the administration of the pay plan than does the usual public personnel agency. However, any commission might adopt a policy of reviewing annually the departmental requests for additional positions and the Milwaukee County procedure may be taken as a model for small or medium-sized jurisdictions.

The system developed by the Personnel Department of the Tennessee Valley Authority is somewhat more complicated but has much to commend it to the larger and better financed personnel agencies. In the Employment Division are several placement officers, each of whom is responsible for acting as liaison officer between the Personnel Department and specified operating departments. These placement officers keep in constant touch with the departments under their purview, maintain current lists of all employees and their classifications in those departments, and pool their information to compose a monthly statement of personnel strength by departments, offices, and other significant breakdowns. Most of this information is coded on punch cards so that at any time comprehensive statistics can be prepared on turnover, occupational shifts and trends, and similar matters. In addition, a budget procedure is now being evolved which will reflect the future personnel needs of the several departments and offices of the Authority. Under this plan the Personnel Department will receive copies of budget schedules at the time they are submitted by the various offices.

Virtually all personnel transactions are cleared through the placement officer responsible for the particular department involved. He is, therefore, in immediate touch with nearly every personnel problem from its inception until its solution and is kept well-informed of any anticipated personnel needs in the departments assigned to him.

A final feature of the Tennessee Valley Authority's program which enables the Employment Division to anticipate departmental personnel needs is the extent to which plans are made covering future work schedules. Carefully devised schedules of work operations are prepared by the operating departments and sent to the Personnel Department, so that it is in possession at any given time of a comprehensive picture of work under way or envisioned for the immediate future. Some such procedure is essential in the case of the Tennessee Valley Authority because of the variety of work being performed. Moreover, construction work lends itself particularly well to such precise advance planning. Yet there are possibilities here for almost any large personnel agency. Similar schedules could certainly be profitably required of all departments in any jurisdiction performing similar work and it is precisely in connection with such specialized activities that the greatest difficulties in anticipating personnel needs usually occur.

In summary, then, the Personnel Department of the Tennessee Valley Authority employs the following tools in its efforts to forecast personnel needs: (1) a classification inventory of all positions by departments and offices, maintained on punch cards so that at a moment's notice various occupational data may be readily obtained; (2) immediate and continuous contact by a placement officer with each department which has been assigned to him so that he may keep currently posted on personnel needs; (3) work schedules sufficiently far in advance of the need to enable the anticipation of increases or decreases in personnel requirements, and periodic progress reports which reflect the degree to which they are being followed; and (4) regular and special reviews of eligible registers to determine their sufficiency

in view of the foregoing information. There is also being evolved a formal budgetary procedure which will provide yet another important source of information.

With these descriptions of systems of forecasting personnel needs which are in actual operation we leave this phase of a program of positive recruitment. Experiments along these lines are being made in many of the more progressive jurisdictions—experiments which should be carefully followed by all public personnel administrators. Yet in general the present situation is disheartening. The traditional negative attitudes prevail over most of the country and the average civil service commission is not yet a positive force in administration. Perhaps the greatest need in this respect, after a change in attitude has come about, is for long-range planning of personnel activities of all kinds. The most obvious point of departure is the improvement of methods for forecasting future personnel needs. Upon this must ultimately depend the planning of the recruitment schedule.

Chapter IV

Developing the Direct Recruitment Program

WHEN THE personnel agency has arrived at an estimate of future personnel needs, it is then confronted with the problem of planning and developing a recruitment schedule. This is the next step in a positive program. The ideal objective is to plan direct recruiting activities so that a sufficient number and variety of qualified people will be available to meet all demands for recruits as they arise. In practice, complete realization of this ideal cannot be expected. Yet it remains a valid goal, and one which is being approached by some organizations through careful planning of recruitment and testing schedules.

EXAMINATION SCHEDULES

For the public personnel agency using open competitive examinations to establish closed registers from which certifications for appointment are made, a recruitment schedule is a schedule of these examinations. The usual practice is to determine a definite or an approximate examination date and set aside a period for receiving applications. This period ordinarily begins with the general public announcement of the examination and closes on a set date, which may be several days or a week or more prior to the examination itself. To this general practice there are certain exceptions. Cincinnati, for example, accepts applications at any time, whether an examination has been announced or not, but for admission to a scheduled examination they must be filed prior to the closing date.

There is some variation in the length of time between the closing date for receipt of applications and the examination. Thus, in Portland, this interval is four or five days, in Dallas and Milwaukee, at least ten days, and in a few jurisdictions

(Indiana, Wisconsin, and others), it is of unspecified duration. When the intervening period is determined by law it is usually fixed at a minimum of ten days. This gives the personnel agency time to determine which applicants meet the established qualifications, and to make any necessary last minute arrangements with respect to examination facilities.

As a general rule, direct recruiting activities are concentrated within the short period when applications are being received. This recruitment period is inaugurated by the public announcement of a specific examination. Such a restricted time-span is not conducive to the best recruiting practices and the more progressive agencies today are attempting to extend the period through better planning of schedules.

Time Periods in Schedule Planning

The time period involved in planning a recruitment schedule may vary widely, depending on the ability of the agency to plan, the character of the organization, employment, and other factors, many of which were discussed in the preceding chapter. Long-range planning covering many years may be undertaken for certain types of recruits. Annual or biennial periods may be used because of their relation to budget and appropriation periods and the financial planning of an organization's work program. Planning is a continuous process, and an annual skeleton schedule can be added to, revised, adjusted, and made more specific as the work of the agency progresses and knowledge of personnel needs becomes more definite. Some agencies attempt to budget the examining and recruitment load throughout the year and prepare and announce definite schedules on a monthly basis. These may be supplemented when need arises by *ad hoc* or individual scheduling of unanticipated examinations.

Annual or Semiannual Schedules. Preparation and announcement of prearranged examination schedules over a semiannual period, while a rare phenomenon today, is not a new proposal. Such a plan was begun early by the United States Civil Service Commission and continued until the war period of 1917, when

constantly expanding personnel needs of the civil service and the urgency for prompt fulfillment made it impossible to schedule examinations two or three months in advance. Up to 1894, a printed schedule of examinations was issued on a yearly basis for the departmental, railway mail, and Indian services. From 1894 to 1917, semiannual scheduling replaced the yearly basis, with the publication appearing in January for March and April examinations and in July for those in September and October. The printed schedule for the first six months of 1894 listed the date and city in which examinations would be held, arranged according to four different routes covering the entire country. Nineteen examinations were scheduled in this manner for the first six months of 1894, covering a wide range of positions from custodial to professional. Applications were received as soon as this publication was issued. In many instances only an approximate date for the examination was given, with the Commission assuming the responsibility for notifying the applicant of the exact date or advising him to apply to the local board of examiners for it. The date was usually determined a short time before the examination. This was true also for the exact place of examination, which was announced in the schedule only as to city.

The schedule of examinations was incorporated as part of a publication *Manual of Examinations*, which was distributed upon request and was released to press associations. By 1916 this manual had grown to a document of 167 pages. By this date also, separate schedules were being used for stenographic, labor, and mechanical trade examinations, and the districts were announcing their examinations in a similar fashion.

Advance notice of certain types of examinations was not abandoned altogether. In August 1930, for example, an announcement was issued of examinations for junior scientific positions scheduled in February, March, and April of the following year, for the convenience of senior students.

Recently, the annual schedule has been revived by the Seattle Civil Service Commission which has issued a form dealing with application procedure and carrying on its reverse side a tenta-

tive schedule of examinations for the whole of 1941. Where such long-range planning is possible, it is obviously desirable.

Short-Range Schedules. Examination schedules covering a shorter period (of one month or less) are employed by a number of public personnel agencies. The St. Paul Civil Service Bureau distributes its examining load throughout the year as far as possible, and sets up on a monthly basis definite schedules which are planned one month in advance. These are mimeographed in summary form and posted. For example, the schedule for March would be worked out and posted by the end of January. The schedule is based on an inventory of provisional appointments, the expiration and depletion of eligible lists, seasonal and other recurring types of examinations, anticipated vacancies, and rescheduling of postponed examinations. If a vacancy occurs in a position for which it will be necessary to schedule an examination, the examination is not announced immediately but is held for announcement until the next monthly schedule is prepared. Both the New Jersey State Civil Service Commission and the Cincinnati Department of Personnel and Civil Service Commission prepare and post in advance a monthly schedule of examinations. Tests other than those announced in these schedules may in some cases be held during the same month, and these are announced by individual broadsides. But the more important examinations are usually listed in the monthly summary.

In New York City, too, the time employed for the recruitment schedule is one month. This unit has been selected for a number of reasons, but chiefly because of the size and complexity of the jurisdiction and the number of examinations. The New York City Civil Service Commission holds an average of from 150 to 200 examinations a year, necessitating the scheduling of from about twelve to eighteen a month. It is felt that if a much larger number were announced in any one month there would be a loss in citizen attention to each announcement. Since 1938 the Commission has published its *Civil Service Bulletin* on a monthly basis. The recruitment schedules are first determined by the Examining Division and the examinations are then announced in the *Bulletin*.

A slightly different system is being utilized by the California State Personnel Board. A semimonthly summary of state civil service examinations is issued every other Saturday, listing all the examinations open for application at that particular time. For example, the summary issued in August 1941 listed examinations then tentatively scheduled for September, October, and November. A less attractive summary is prepared in a similar manner and issued weekly by the United States Civil Service Commission. District offices of the Commission also prepare summaries of district examinations. Such summaries and schedules are utilized as general posting media, although they may be supplemented by posting of individual announcements.

Ad Hoc Scheduling. Most civil service agencies do not now use posted schedules or summaries but rely upon individual announcements of examinations as they are scheduled. With the exception of the St. Paul Civil Service Bureau, those agencies referred to as publishing planned schedules in advance also issue individual broadsides on occasion.

Periodicity in Direct Recruitment

Many large business organizations each year select and employ persons showing desired potentialities at collegiate graduating levels. In peacetime, the Coast Guard and military organizations follow this practice at lower educational levels in connection with their training schools. Such a plan has also contributed to the success of British, French, Dutch, and German civil service systems at various governmental levels.

Long-range planning of periodic examinations and advance scheduling facilitate any positive recruiting program, especially for basic entrance positions into administrative, professional, technical, and scientific services. Both the personnel agency and the operating department are enabled to launch positive efforts to secure outstanding applicants at an earlier date and with a more certain objective than is otherwise the case.

Proper timing in relation to the school year helps to attract talent from graduating classes and places the organization in a better position to compete for this talent with other organizations, both public and private. It tends to remove the uncer-

tainty of opportunity to compete for public service positions that often exists in the minds of persons who might otherwise be interested in preparing for the public service as a career. The practice of informing educational institutions of scheduled examinations in fields related to their curricula and of apprising them well in advance each year of probable personnel needs fosters the cooperation of faculty members in the search for outstanding recruits and better enables the institution to plan and adjust courses and admission of students to training.

In some instances, periodic examinations may add to the personnel agency's expense and appear difficult to justify, especially where an earlier examination has produced a large eligible register from which only a small number have been appointed. But the excellence of registers declines rapidly as persons are drained off by the organization or by other employing agencies. It should be recognized that even at the end of a year a large number of people are no longer actually available for appointment. While "wasting eligibles," that is, holding a new examination when a large eligible register already exists, is considered a problem by some public agencies, it is apparently not so considered by private concerns. In this regard, certain suggestions have been made: (1) schedule recurrent examinations biennially, instead of annually; (2) use an open register to which names may be added each year; and (3) utilize examination procedures that do not produce a heavy excess of eligibles. Each of these devices may help to minimize the problem.

In 1937 a competent committee reporting on improvements in the merit system to the United States Civil Service Commission recommended that the Commission readopt the plan of holding certain examinations periodically—annually or biennially—and that a definite series of examinations be selected for inclusion in such a scheme, based on a study of the following factors: (1) anticipated personnel needs; (2) the possibility of broadening the scope of certain examinations and of using additional options to avoid the necessity of holding examinations to fill relatively few vacancies; (3) desirability of regular timing of professional and scientific examinations with the end of the

collegiate year; (4) development of further examinations of general scope to serve as normal avenues of entering the service at designated levels; and (5) availability of funds. Along somewhat similar lines were the suggestions of former Commissioner Samuel Ordway, Jr., referred to in the previous chapter.

Although the practice of scheduling examinations to coincide with high school and college graduation is still exceptional in this country, there is a well-defined trend in this direction. The Minneapolis Civil Service Commission holds such examinations for technical positions in the medical field. The Milwaukee County Civil Service Commission and the Detroit Civil Service Commission recruit a number of seasonal employees, such as life guards, playground leaders, and so on, from the local high schools each year in the spring. The New York State Department of Civil Service has found that dieticians may be obtained most readily if the examination is scheduled to correlate with dates of graduation from colleges of home economics. The Wisconsin State Bureau of Personnel has had a comparable experience with many technical employees and with recruitment to the position of junior accountant. The Indiana Bureau of Personnel has keyed many of its examinations to graduation dates.

FACTORS AFFECTING SCHEDULE PLANNING

Many factors affect the planning of a recruitment schedule and their significance to individual personnel agencies varies widely. A number of these received consideration in the preceding chapter and will only be mentioned here.

General Factors

The condition of the employment market as a whole or with reference to particular skill groups, such as key punch operators or veterinarians, must be considered in scheduling. Widespread unemployment may produce a condition in which it is easy to secure qualified recruits on short notice; stiff employment competition, such as currently prevailing, requires more planning and more frequent examinations.

Emergency conditions, such as war, depression, disaster, and similar exigencies, can easily disrupt the most carefully laid plans, expand personnel demands of an organization to unprecedented proportions, deplete eligible lists, and step up turnover rates. Witness the scramble for man power during World War I and at present, the demand for police by Ohio Valley jurisdictions during times of flood, the growth of governmental agencies brought into being to combat depression. Recruiting plans can and should be set up on the basis of past experiences as parts of over-all disaster preparedness plans such as now exist in many metropolitan areas.

Factors arising out of the nature of the organization may limit or facilitate recruitment planning. A personnel agency with ample funds, recruiting for a large organization having a stable demand for personnel for relatively few general skill groups, is in an admirable position to plan examination schedules. Planning is further facilitated, as was suggested in the previous chapter, if the organization is effectively pursuing a promotion policy with new employees entering only at the lower levels. Turnover probabilities apply with more certainty to a force of five hundred firemen than to a village department of five employees. The variety of employment in a city government of two thousand employees is much more complex than in a private utility of similar size. The number of like skill groups is greater and there are more small groupings, requiring a correspondingly greater number of replacement sources.

The seasonal nature of various types of work means that future personnel needs must be foreseen and consideration should be given to transfer within the organization. Effective transfer and promotion systems tend to eliminate the need for outside recruitment to higher-grade positions. An old organization with a stable personnel is more amenable to personnel planning than a rapidly expanding new one. For the undermanned and underfinanced public personnel agency the pressure to keep up with immediate or past personnel needs may be so great that no attention can be given to anticipating vacancies. It may be all the agency can do to schedule examinations

based on the evidences of provisional appointments in its files. In all these factors, of course, there is great variability.

Specific Factors

Among the specific factors that enter into the scheduling of a particular examination are considerations of urgency, time, place, and the facilities available for handling competitors. Of greatest importance is the factor of urgency. If two or more examinations are contemplated, that one will naturally be scheduled first which seems more pressing, whether because of actual vacancies, anticipated early demand, or exhaustion of an eligible list.

If there is no urgency, the timing of particular examinations depends upon a number of factors. Most of the larger agencies today attempt to distribute their examination load more or less evenly throughout the year. This is the practice, for example, in New York City, Detroit, and in the federal service. A similar procedure is followed by some of the more progressive agencies in smaller jurisdictions, for instance Alameda and Milwaukee counties. Such an attempt to smooth out the peaks is obviously commendable as a means toward the best utilization of the examining staff and it will be an important factor in the scheduling of any particular examination. In Alameda County, for example, care is taken not to schedule for successive weeks or months two tests in which large numbers of applicants will compete. In Milwaukee County the large examinations are spaced throughout the year with the smaller ones scheduled between them.

Most public agencies attempt to set a specific date for an examination at the time it is announced. However, the Seattle Civil Service Commission, for instance, does not determine the examination date until after the applications are all in. This procedure is also usual in Milwaukee County. Because the practice has the distinct advantage of putting the personnel agency in possession of all pertinent facts before the date is definitely set, its use in connection with large-scale examining programs should be more widely followed. While the announcement of an ex-

amination tends to fix its timing, at least within broad limits, the exact date may better be determined in the light of such factors as the number and quality of applications received.

Whether the date is fixed in the announcement or arrived at later, it will depend upon a balancing of many specific considerations. The peak season in particular occupational fields may have to be kept in mind. An agency able to handle all available applicants may schedule an examination at a time when industry is laying off people of the desired type. In other cases a different procedure may be followed. The Detroit Civil Service Commission has followed a policy of scheduling its examinations for rank and file positions at times when city-wide employment levels are relatively high, and the fewest candidates may be expected to apply. It should be noted, however, that the Detroit situation is exceptional in at least two ways: the agency operates under the "rule of one" and has been handicapped by a legal opinion to the effect that it can exercise no administrative discretion in accepting or rejecting applications; also, Detroit is essentially a one-industry town and the results of fluctuations in the automobile industry are immediate and very strong. Although this effort to cut down the number of applicants may be the unavoidable result of inadequate financing and understaffing, as well as of public attitudes toward the civil service, it can scarcely be regarded as an ideal solution of the general problem presented by an oversupply of candidates. Rather, the personnel administrator must look toward the elaboration of qualitative sieves.

Many other specific factors influencing the scheduling of examinations might be cited. It is well to avoid holidays or big local events, such as the Kentucky Derby. The New York State Department of Civil Service does not schedule examinations on Jewish holidays, and the Wisconsin Bureau of Personnel takes careful account of the University of Wisconsin football schedule. Saturday may prove a desirable day for examinations in some areas, particularly where the practice of closing business offices on Saturday afternoon makes it easier for applicants to take part in an examination given at that time. The New York City Civil Service Commission schedules all of its larger exam-

inations on Saturdays because of the necessity of using the public schools as examining centers. Similar necessities are widespread. Some agencies plan their examinations in the evening so that people with jobs may participate, while others have found competitors dissatisfied with having to take an examination after a day's work. These are matters for experiment in particular jurisdictions.

Most commissions are handicapped at present by inadequate examination facilities, although many civil service laws authorize the personnel agency to call on operating departments for examination space, light and heat, and for assistance in rendering monitor service. Except in the case of some municipal agencies the personnel agency's own rooms tend to be small and to fall far short of meeting the requirements for the larger examinations. Often the alternatives are either to split the applicant group into sections and run the competitors through in shifts, or to find adequate outside accommodations. The latter procedure is more usual and the availability of such accommodations will necessarily affect the scheduling of large examinations. These difficulties are, of course, increased when the recruiting area is a large one and the number of examining centers increases. Many civil service commissions, in arranging for nation-wide examinations, have found other public personnel agencies, and governmental research and educational institutions to be cooperative in providing examination space and monitoring services. As a service to its member agencies, the Headquarters Office of the Civil Service Assembly has frequently made arrangements for administering nation-wide examinations to applicants located in the Chicago area.

The selection of examination centers, where several are needed, raises special problems. For some jurisdictions such centers are fixed in advance, either in the law or in the rules and regulations. The New York State civil service law, for instance, specifies twenty-nine examination centers, geographically distributed throughout the state, and requires that all examinations of a general character be given at such places at least once each year. The location of these centers has, of course, been determined with reference to such factors as geographical distribu-

tion and population concentration, and the scheme appears to work satisfactorily for all examinations having a wide appeal. In addition, the New York State Department of Civil Service may specify other centers whenever it sees fit.

The Wisconsin Bureau of Personnel, on the other hand, does not decide upon the centers for state-wide examinations until all applications are in. The places of residence of the applicants are then plotted by counties on a spot map, after which the most convenient examination points are selected. Thus centers of interest are separately determined for each examination—an important advantage. On the other hand, under the New York plan most examining centers are known in advance and their existence comes to be recognized by larger numbers of prospective recruits.

Where examination centers are fixed in advance it is well to give candidates a choice among them. This can be most easily done if the choice is made at the time the application is filed, for the agency is thus forewarned of the number of candidates to be expected at any one center. A form used for such a purpose by the former Arkansas State Personnel Division might be adopted by other agencies.

DETERMINATION OF THE SCHEDULE

The work of planning an examination schedule is a technical function of sufficient importance to warrant its consideration by high-ranking personnel officers. It should be a major responsibility of the chief examiner and, even where the task is delegated in the first instance to some other member of the examining staff, the final determination of the schedule should rest with the chief of the examining division. Such an allocation of responsibility is not, of course, always possible. Many civil service laws, such as that of the City of Milwaukee, invest the commissioners with this function. If the commissioners follow the recommendations of the chief examiner in the matter, no great harm is done by such a legal provision, but, as a general rule, the exercise of a technical function of this sort should be in the hands of the chief examiner or secretary.

EXAMINATION CENTER ASSIGNMENT FORM
(ARKANSAS STATE PERSONNEL DIVISION)

IMPORTANT NOTICE TO APPLICANT

This notice is a part of your application. It must be filled out, signed, and returned attached to your application.

PLACE OF EXAMINATION

Examinations will be given at each of the following listed examining centers for which a sufficient number of applicants indicate their preference. If the number of applicants who select a given examining center is not sufficiently large to warrant conducting the examination at that location they may be assigned to the center of their second choice.

Instructions to Applicant. In the following list, place a figure "1" in the column headed "First Choice" opposite the name of the city in which you prefer to be examined, and place a figure "2" in the column headed "Second Choice" opposite the name of any other of the cities listed that you would prefer in case the examination is not conducted in the city of your first choice.

Applicants will be assigned as they have indicated herein. Changes of assignment may be made on the written request of the applicant if such request is made *before* the final filing date for the examination. Examinations will be scheduled approximately a week following the final filing date.

APPLICANT'S EXAMINATION ASSIGNMENT

As my first and second choice of examination centers, I indicate the following:

<i>Examination Center</i>	<i>First Choice</i>	<i>Second Choice</i>
Camden
Fayetteville
Forrest City
Fort Smith
Harrison
Hope
Jonesboro
Little Rock
Monticello
Russellville

(THIS FORM MUST BE SIGNED BY APPLICANT)

SIGNED..... DATE.....

THE FORMAL EXAMINATION ANNOUNCEMENT

A pending examination may be made public by oral or written statement through a variety of channels, most of which have

already been touched upon. The usual procedure is to prepare a formal statement which appears as the omnipresent civil service examination announcement (notice, call, bulletin) long used by public personnel agencies for posting and distribution. As defined in the United States Civil Service Commission's manual, "An announcement is a sheet of paper prepared for public distribution containing many details concerning a proposed examination to fill positions in the Government service."¹ Usually this announced statement is a basis for acceptance or rejection of applicants for examination, with emphasis and care being placed on technical wording and inclusiveness, so that appeals from rejected applicants can be dispatched expeditiously and unqualified applicants will refrain from applying. Some agencies do not attempt to include all qualifications. For example, the Milwaukee County Civil Service Commission adds to the formal examination announcement "such additional qualifications as may be prescribed by the County Civil Service Commission." This is a rather usual practice, permitting the agency a legal "out" if unforeseen factors develop.

Examination announcements are employed for one or all of the following purposes: (1) to attract the attention of qualified persons and to interest them in an examination; (2) to inform interested persons of the nature of the employment, the qualifications required, the selection methods to be employed, the procedures to be followed in making application, and similar matters; and (3) to discourage unqualified persons from applying. The examination announcement is not equally well suited to all of these purposes, however, and a positive program of recruitment will restrict it to those uses for which it is best fitted. Because of its length, technical language, and official nature, the formal announcement is best adapted for sending to people already interested in public employment and for posting in convenient places for their information. In these roles it is of great importance in direct recruiting. There are distinct limits to what can be done with it as an attention-getting device, although

¹ United States Civil Service Commission, *Division Organization Manual*, vol.

2 (Washington, D.C., 1937), p. 3.

many public personnel agencies are still using it for this purpose.² This question is considered further below.

Contents of the Announcement

Besides an identifying head, the usual announcement contains: (1) a description of the position—title, salary, duties, and department of employment; (2) requirements and qualifications; (3) description of the examination; (4) information on how, when, and where to apply; and (5) certain general information which may be about veterans' preference, physical requirements, citizenship, residence, salary deductions, civil service schools, and so forth. Table I shows the contents of the normal announcements of several agencies.

Announcements are usually complex and lengthy, varying from several hundred words to fifteen hundred or more for a single examination. One jurisdiction may make no reference to veterans' preference, while another may use several hundred words to explain it. Announcement Form 2328 (April 1936) of the United States Civil Service Commission for Substitute Clerk Carrier, Post Office Service, lists most of the major ills to which man is heir in four paragraphs under the heading of "Physical Ability." Federal announcements usually do not go into any great detail about the examination (some have sample questions on the reverse side); others list its scope, subjects, relative weights, and so on. Use of technical language adds to the announcement's dry formality. Often, statements of duties, qualifications, and typical tasks are lifted directly from class specifications. Legislation or administrative rules may be quoted. The result is often a document of little positive recruitment value, aside from its informative function.

Words are significant symbols, and the need for appraisal of public personnel terminology has not infrequently been cited.

² As a device to enhance the eye-catching qualities of its announcements, the Indiana State Personnel Division has recently prepared large colored posters, listing several advantages of employment under state civil service. An area on the poster is reserved for inserting separate announcements of current examinations. The posters are placed at strategic centers throughout the state, and serve as permanent bulletin boards for announcing each new group of scheduled examinations. (See *Civil Service Assembly News Letter*, June 1942.)

TABLE I. CONTENT OF REPRESENTATIVE EXAMINATION ANNOUNCEMENTS

Jurisdiction	Title of Position	Typical Duties	Minimum Requirements	Date and Place of Filing	Subjects and Weights of Exam.	Date of Exam.	Place of Exam.	Entrance Salary or Range	Probable Number of Appointments
Alameda County.....	★	★	★	★	★	★ ^a	★ ^a	★	—
Cincinnati.....	★	★	★	★	—	★	★ ^b	★	★
Detroit.....	★	★	★ ^o	★	★	★	—	★	★
Duluth.....	★	★	★	★	★	—	—	★ ^a	—
Indiana.....	★	★	★	★	★	—	—	★	★
Los Angeles County.....	★	★	★	★	—	★ ^a	—	★	—
Michigan.....	★	★	★	★	★	★ ^b	★	★	—
Milwaukee City.....	★	★	★	★	★	★	★	★	—
Milwaukee County.....	★	★	★	★	★	★ ^a	★	★	—
Minneapolis.....	★	★	★	★	★	—	—	★	—
New York State.....	★	★	★	★	★	—	—	★	—
Seattle.....	★	★	★ ^o	★	—	—	—	★	★
Wisconsin.....	★	★	★	★	★	—	—	★	—

^aFrequently, but not always.^bApplicant notified at time of filing.^oDesirable, but not absolute minimum requirements.

In 1921 a personnel administrator focused attention on the term "examination" as follows:³

... for some positions it might be well if we could get rid of the word "examination" altogether. The word takes us back to school-room days and conjures up unpleasant memories. The businessman does not speak of holding examinations for positions, although that is what he actually does. He interviews, investigates past performances, and perhaps requires a demonstration.

This is a stimulating suggestion which a few jurisdictions have taken to heart. Although the term "examination" appears on Milwaukee County Civil Service Commission announcements because of legal requirements, it was redefined on a recent announcement for medical director as follows: "For professional or administrative positions of this kind, the commission prefers to conduct what may be called an investigation of careers."

Form of Announcement

The usual announcement is mimeographed in black ink on one side of a white letter-size or legal-size sheet of paper. Table II lists certain characteristics of the announcements of forty-seven governmental jurisdictions in the United States and Canada.

TABLE II. CHARACTERISTICS OF EXAMINATION ANNOUNCEMENTS

Jurisdiction	Number Examined	Mimeo- graphed	Printed	Combined Mimeographed and Printed	Color	
					Black on White	Other
Local governments.....	29	18	4	7	18	11
States.....	16	9	4	3	13	3
National (United States and Canada).....	2	—	2	—	2	—
TOTALS.....	47	27	10	10	33	14

The possibilities of mimeographing, printing, and other processes for producing attractive announcements have seldom been fully explored. Their merits cannot be discussed here, although it may be noted that considerations of economy and speed may

³ David V. Jennings, "Putting the Practical into Examinations," in *Proceedings*, Civil Service Assembly, 1921, p. 52.

often indicate mimeographing instead of printing. One attractive possibility is the combination of the processes—mimeographing information about a specific examination on a sheet with a standard printed heading. Such announcements are used by the California State Personnel Board and the St. Paul Bureau of Personnel.

It is rare that the announcement appears on other than letter-size or legal-size paper, although the Evanston, Illinois, Civil Service Commission used an 8½" x 17" sheet, printed in over-size type, for an announcement of a patrolmen's examination.

One of the most interesting developments in respect to announcements is provided by the use of color. Of the fourteen jurisdictions listed as using color, nine are in California. Two combinations predominate: black on orange and black on yellow. Blue, pink, and buff papers have also been used. Often these color combinations have been chosen because of their ability to attract attention and to compete with other items on bulletin boards. As far as other eye-catching embellishments are concerned, there are few examples of the use of pictures, caricatures, or other illustrations on the formal official announcement.

USES OF THE FORMAL EXAMINATION ANNOUNCEMENT

Actual uses to which the formal announcement is being put by many jurisdictions emphasize the extent to which it is still the stand-by of the recruitment process. Some of these uses may be outlined as follows, with particular agencies employing one or several in varying combinations:

1. For posting:
 - a. On general public bulletin boards
 - b. On special bulletin boards
2. For distribution:
 - a. To individuals desiring information, as evidenced by
 - (1) Request mailing lists
 - (2) Names on expiring eligible lists
 - (3) Immediate verbal or written requests
 - b. To individuals that the employer desires to interest in
 - (1) Applying
 - (2) Cooperating in securing qualified applicants

- c. To organizations and institutions requesting information for
 - (1) Posting
 - (2) Further distribution to members, students, clients, and so on
- d. To organizations and institutions whose active aid is sought in securing qualified applicants
- 3. For release to newspapers and magazines for news stories
- 4. For copy for paid advertisements or legal advertisements in newspapers, magazines, or official journals.

The most common uses are for posting and for distribution to individuals and organizations wanting information.

Place of the Examination Announcement in Direct Recruiting

It is increasingly evident that the purposes which can be adequately served by the formal examination announcement in the recruitment process are more limited than was once thought. The problem, therefore, is to restrict the use of the announcement to those purposes for which it is best fitted and to develop other media to serve the ends to which the announcement is not adapted. The formal announcement should be considered primarily a means of conveying information to persons already interested and not an attention-provoking instrument. This is not to suggest that its attractiveness and attention-getting qualities should be ignored, but that other stimulating instruments should be developed to supplement it in this respect.

A large federal establishment, in advising the states on the introduction of merit systems, has suggested that they develop (1) an attractive sheet for posting and distribution designed to stimulate interest (along with other types of publicity), and (2) an information circular (formal announcement) to distribute to those attracted by the other techniques. Some such procedure as this is indicated by a program of positive recruitment. Attention-producing and interest-stimulating materials should be designed in the light of the fact that they will have to compete with other items on bulletin boards. The ordinary rules of effective advertising apply here. Copy should be brief, the make-

up should be attractive, and the smallest type face used should be easily legible from a distance of two or three feet.

The recommended contents of such posters would include:

1. Identification of the employing organization and the personnel agency
2. The position or positions for which the examination is being held, together with the salary range, and some indication of broad qualification requirements
3. General description of the type of work and of the method of filling the position
4. Instructions on how to apply
5. Closing date for applications.

All of this information should be presented in broader and more general terms than in the formal examination announcement. The actual date and place of examination need not be included, as these may be determined later when the number and distribution of applicants are known. There are, of course, many possible variants of this general idea.

In recruiting patrolmen in 1938, and again in 1942, the Sacramento Civil Service Board issued a brief mimeographed notice calling attention to the examination and referring interested persons to an announcement notice for details. The attractiveness of these notices was enhanced by the use of illustrative caricatures.⁴ The posted notice of competitive examinations for the United States Coast Guard is an attractive letter-size poster, two-thirds of which is covered by pictures illustrating cadet activities. The brief printed statement of approximately a hundred words lists a few of the more important qualifications and advantages of the position and refers those interested to the Commandant's Office for detailed entrance requirements and pamphlets containing photographs of the academy and cadet activities.

The use of the formal announcement for posting purposes is further limited by the fact that many examinations may be pending at any one time. Because of competing items there is

⁴ For reproductions of these bulletins, see Civil Service Assembly *News Letter*, November 1938, and July 1942.

often not enough space for individual announcement sheets to be posted separately, with the result that they may be piled one on top of the other, covered up by other material, or discarded prematurely.

Some jurisdictions have been led by this fact to develop summary announcements for general posting purposes. These are usually the same size as the announcement sheet, although they may contain several pages. Attractive summaries are issued by the St. Paul Civil Service Bureau and the California State Personnel Board among others. Both combine printing and mimeographing and employ colors to form attractive posting media.

Summaries may list brief general information about employment, as well as specific information about particular examinations, usually in less than a hundred words. The St. Paul summary lists the examination date, the position title, and the present salary limits in tabular fashion across the page. At one time (1922), summaries issued by the United States Civil Service Commission also used the tabular form and segregated examinations according to the general services in which the position was classified. The usual summary lists examinations by date, and briefs under each title heading a few of the more significant requirements for the position.

Among those utilizing summaries are the public personnel agencies of the states of Massachusetts, New Jersey, Colorado, Illinois, Maryland, Maine, New York, Tennessee, and the United States Civil Service Commission.

Distribution

As previously indicated the formal examination announcement is best adapted for distribution to individuals wanting information, as evidenced by names on request mailing lists, names on expiring eligible lists, and immediate verbal or written requests. However, in practice, people whose names are entered on request mailing lists for notice of examinations are often sent a brief postcard notice that an examination will be held. This card frequently instructs them to apply to the agency or to consult bulletin boards for further information. The bare

formal announcement is not well adapted for distribution to those whom the employer wants to interest in applying, or to individuals, organizations, and institutions whose active aid is sought in getting qualified applicants. A much more positive practice is to make this type of contact personally or by letter specifically designed to arouse interest and to secure cooperation.

IMPROVING THE FORMAL EXAMINATION ANNOUNCEMENT

The formal announcement can be made a much more attractive and positive instrument for posting and distribution. Among the agencies that have produced noteworthy examples of attractive announcement forms are the following jurisdictions: the states of California, Indiana, Michigan, Minnesota, and Rhode Island; the counties of Los Angeles and San Diego, California; and the cities of Evanston, Los Angeles, Pasadena, Phoenix, and St. Paul.⁵

A recommended detailed announcement for patrolman's examination, issued by the International Association of Chiefs of Police, contains a usual heading followed by (1) duties; (2) minimum qualifications, including age, education, experience, citizenship, height, weight and chest measurement; (3) compensation; (4) opportunities for promotion; (5) information about the method of application; and (6) a brief statement about the examination with a final sentence listing the anticipated date of appointment.⁶

In 1933 the examining division of the United States Civil Service Commission made an appraisal of the form of examination announcements. The recommendations were: (1) a heading, including the title of the position to be filled, the salary, the department, bureau, or station involved, and the location of the vacancy; (2) an introductory paragraph explaining the announcement of the open competitive examination, the use of lists, and salary deductions and deductions for retirement; (3) a

⁵ See Appendix, pp. 177-83, for specimens of announcement forms.

⁶ See Donald C. Stone, *Recruitment of Policemen* (Chicago: International Association of Chiefs of Police, 1938), p. 17.

paragraph listing the duties of the position and the subjects and weights of the examination; (4) necessary qualifications, including a brief paragraph on physical requirements; and (5) method of filing applications. These recommendations were made from the point of view of developing an announcement that would contain as much information as possible on its face, including the most important items from the prospective applicant's point of view. Because of the state of the employment market at that time, it was recommended that a paragraph on promotion possibilities be omitted.

A considerable increase in attention-getting and interest-generating qualities may be obtained through a rephrasing of the usual content. No legal provisions restrict examination announcements to the deadly dull language that ordinarily prevails. The possibilities here are well illustrated by the now-famous announcement of the Evanston Civil Service Commission for its Secretary and Chief Examiner competition, which read in part as follows:

The Opportunity Which This Position Offers

This position is a special opportunity for an able young man with moderate or little experience. The task is that of building a merit system in a community which has operated under the Civil Service Act for forty years. There is enough opportunity for improvement to enable him to make an outstanding record in a short time. The City administration (Henry D. Penfield, Mayor) will give wholehearted support and cooperation. The Commission itself is in fullest accord with the objectives of the merit system and understands its function to be that of determination of policy. The secretary will be given the fullest measure of administrative freedom and responsibility. . . . Evanston is a beautiful residential suburb with a population of 70,000. It has approximately 400 city employees. The City is proud of the many governmental achievements for which it has received nation-wide recognition, and the man who helps to bring it similar pre-eminence in Civil Service will share in that recognition.

If you are ambitious and if you are qualified, we invite your application.

This particular announcement was not only made attractive by the departure from standardized terminology, but also by

the inclusion of the paragraphs on opportunity and those describing the general conditions of employment. It proved highly successful as a piece of recruitment literature. Other public personnel agencies have been experimenting with attention-producing headings for their announcements. The heading "Qualified Applicants Wanted" has been used in a number of places since its origin in California. A similar success greeted the innovation of the Phoenix, Arizona, Civil Service Commission, "Wanted by the Police."

Some agencies list the number of vacancies to be filled and the extent to which former eligible lists have been used. Whether this information has attractive or discouraging implications is a debatable question, especially with reference to the highest type of qualified potential applicant. If few appointments are anticipated, that fact may prove discouraging, but if there are many vacancies, persons may be encouraged to apply because they feel they have a better chance. However, the actual effect of such information on the person who has been interested through positive recruitment techniques is probably slight.

Aside from considerations of arrangement and content, color combinations and attractive typography offer considerable promise. To be easily visible when tacked on a large bulletin board, an announcement should be colored—preferably a warm color such as buff, yellow, or pale orange. Many agencies, among which may be mentioned the Michigan State Civil Service Commission and San Diego City and County Civil Service Commissions, have been experimenting with various color combinations, and others might well follow their leads. Papers and inks in various colors can be obtained at little, if any, greater cost than those in black and white.

RESPONSIBILITY FOR PREPARATION

Preparation of the formal examination announcement is a technical personnel function requiring detailed knowledge of the class of positions, selection methods, laws, rules and regulations, requirements, and other pertinent factors. Initial preparation is usually the concern of the technician who is responsible

for the examination. The operating department involved, as well as other technicians in the personnel office, may be consulted for suggestions and advice. Ultimate responsibility rests with the directing head of the personnel agency for review and approval. If a lay commission heads the agency's organization, usually the less this body is burdened with technical details, the better, although review by the commission seems desirable where questions of administrative policy are concerned and where proposed requirements might arouse criticism (e.g., residence, age). If the position concerned is so well established that virtually the same announcement may be used as previously, the necessity for review is not so great as when a new announcement is prepared.

The larger the organization, the more specialized becomes this process of preparing announcements. In the United States Civil Service Commission, these steps are taken: the examiner assigned to an examination prepares the initial draft of the announcement; this draft is reviewed by many people, so that it may be as accurate and comprehensive as possible; other examiners are consulted, and possibly the operating department involved; after this the announcement is reviewed by a committee representing various divisions of the Commission, by the chief examiner, and finally by the Commission. The field of discretion is narrowed considerably by the time the Commission sends it to the editing and recruiting section for review as to form and style, and for final reproduction and distribution.

LEGAL REQUIREMENTS

Legal requirements governing the announcement of examinations may be found in charters, laws, and rules governing operations of public personnel agencies. It should be stated at this point that although basic laws are ideal for stating policy and outlining fundamental organization mechanism, when they delve into administration they become restrictive, often lagging far behind the rapid improvements that are taking place in public administration. Especially is this true of civil service laws. Because most of them were passed as crusading measures,

modifications however meritorious are often considered subversive attempts to wreck the merit system.

Advertising of an examination in the form of a "legal notice" is perhaps one of the poorest recruiting techniques in use, yet it is often required by law or charter. Many progressive personnel administrators consider newspaper advertising not only expensive but ill adapted to recruiting for numerous types of specialized and technical positions.⁷ News stories have generally proved much more effective.

In this connection, it is of interest to note that the latest model state civil service law requires advertising of all examinations in at least three newspapers. The futility of thus attempting to accomplish effective personnel administration by legislation is recognized by the drafters of this model law in a comment directly under the outlined provision: "Effective recruiting demands more than the passive approach involved in announcing vacancies in the public service in obscure places and examining those who present themselves as a result of such stereotyped announcements."⁸

If this be true, why pledge the resources of the personnel agency to publicity methods often poorly adapted to the positive approach, or why further stereotype the announcement form by writing it into law? Many public and private merit systems are operating with high efficiency and without specific legal requirements of this type. If specific requirements are to be included, let them take the form of administrative rules and regulations that are more readily adaptable to changing conditions and improved techniques. With the growing professionalism in public personnel administration, more trust can be placed in the administrator for the maintenance of merit system ideals. He must necessarily be trusted with efficient personnel administration.

⁷ As a practical policy, experience of various agencies points to the desirability of using newspaper display advertising in recruiting for the more common of the skilled trades, and for large-scale clerical examinations. For other types of positions, however, a more selective type of publicity is desirable.

⁸ National Civil Service Reform League and National Municipal League, *Draft of a State Civil Service Law* (New York), p. 22.

If a general statement of the policy of open competition is not considered sufficient and a mandatory act is necessary to insure a modicum of competition, let it be brief enough to accomplish this purpose and not so extensive as to restrict the personnel administrator who is attempting to do an efficient job.

In the following chapter, attention is directed to the problems associated with application procedures.

Chapter V

Application Procedure in Public Recruitment¹

THE primary aim of recruiting activities is to induce a suitable number of qualified persons to apply for employment. Application procedures are thus the final link in the chain of positive recruitment. They are, moreover, the connecting link between recruiting and other aspects of the selection process. Recruitment ends with an application. The examining process begins with one. Because of this strategic relationship the form and content of the application blank, as well as administrative policies governing the application procedure, are matters of considerable importance and merit detailed consideration.

PURPOSES SERVED BY THE APPLICATION FORM

The purposes to be served by the application form should determine its character. The primary purposes are five in number: (1) to identify and locate the applicant; (2) to determine eligibility for competition; (3) to evaluate qualifications for employment; (4) to determine preference status; and (5) to serve as a basis for estimating character and habits. Each of these primary ends makes necessary the inclusion of certain items, and determining the content of the application blank is in large measure a matter of selecting and "pointing up" the items necessary to serve each of these five purposes. Table III indicates the extent to which certain items found on representative application forms have been standardized in terms of one or another of these purposes.

¹ In addition to the Assembly survey, data for this chapter were supplied by a study of 108 application forms, undertaken by William F. Howell. These blanks were secured from the following sources: 12 states; 57 cities; 6 federal departments; 4 counties; 1 school district; 1 publicly owned utility; and 27 private companies.

TABLE III. MAJOR CONTENT OF REPRESENTATIVE APPLICATION FORMS

Purpose	Jurisdictions*										
	A	B	C	D	E	F	G	H	I	J	K
<i>1. Identification and Location</i>											
Title of position.....	★	★	★	★	★	★	★	★	★	★	★
Name of applicant.....	★	★	★	★	★	★	★	★	★	★	★
Address.....	★	★	★	★	★	★	★	★	★	★	★
Telephone.....	★	★	★	★	★	★	★	★	★	—	★
Photograph.....	—	—	—	—	—	—	—	—	—	★	★
<i>2. Determination of Eligibility</i>											
Citizenship.....	★	★	★	★	★	★	★	★	★	★	★
Residence.....	★	★	★	★	★	★	★	★	★	★	★
Date of birth.....	★	★	★	★	★	★	★	★	★	★	★
Health and physical defects.....	★	★	★	★	★	★	★	★	★	★	★
Height, weight, etc.....	—	★	—	★	—	—	★	★	★	★	★
<i>3. Evaluation of Qualifications</i>											
Education and training.....	★	★	★	★	★	★	★	★	★	★	★
Employment history.....	★	★	★	★	★	★	★	★	★	★	★
<i>4. Preference Status</i>											
Marital status.....	★	★	★	★	★	★	★	—	★	★	★
Veteran status.....	★	★	—	★	★	★	★	★	★	★	★
Dependents.....	★	—	—	—	★	—	—	—	★	★	★
<i>5. Character and Habits</i>											
Arrests or convictions.....	—	★	★	★	★	★	★	★	★	—	—
Discharge for cause.....	★	★	★	—	★ ^a	★	★	★	—	—	—
Use of drugs or intoxicants.....	—	—	★	—	—	★	★	—	★	—	—
References.....	—	★	★	—	—	—	★	—	★	★	★ ^b

*Key: A—Alameda County; B—Cincinnati; C—Detroit; D—Indiana Bureau of Personnel; E—Milwaukee City; F—Milwaukee County; G—Minneapolis; H—New York State; I—Seattle; J—Tennessee Valley Authority; K—Wisconsin.

^aFrom the service of the jurisdiction only.

^bOnly if applicant has been engaged in his own business.

The ends served by the application blank are not necessarily confined to these accepted aspects. Certain other uses have been recognized in one jurisdiction or another. Among the more important secondary purposes, which may or may not be served by the application blank, are the following: (1) to provide a basis for the personal interview; (2) to furnish data for selective certification; (3) to furnish information regarding special qualifications for use of the appointing authority; and (4) to provide information for in-service personnel records.

So far as one or another of these secondary purposes is to be served, the content and form of the application blank may be varied. The form which is to provide a basis for a system of selective certification, for example, will necessarily ask for more information on special skills and capacities than one not designed for this purpose. The blank which is to become the core of the in-service record system will contain items not included on the blank designed only for purposes of selection. Therefore, the first step in sound application procedure is the careful consideration of the part to be played by the application form in the whole employment process. Only after a careful definition of the ends to be served can an adequate form be devised or a sound procedure established.

The five widely accepted primary purposes already listed may serve as a starting point. Beyond that point there is the widest variation, and each jurisdiction must decide which, if any, of the secondary purposes are to be served, in the light of its own situation. It may be pointed out, however, that the general trend is in the direction of extending the secondary uses of the application. This is particularly true of its employment as a tool in certification and appointment. The well-devised form provides a valuable basis both for selective certification, wherever that is permissible, and for the intelligent exercise of the appointing power by the operating departments. This matter is dealt with at greater length in another of the reports in this series.²

² See the Committee report on Eligible Registers in this series.

THE DESIGN OF THE APPLICATION BLANK

Once the purposes to be served by the application have been determined, the problems of design and content must be met. These, of course, are intimately related and interdependent matters. For the sake of clarity, however, we shall discuss them separately, fully recognizing that decisions in regard to content have important implications for format as well.

In the public field there has been strikingly little basic research on either the format or content of application blanks. This is one more instance in which private personnel practice is well in advance.³ Yet there have been some efforts in this direction and the investigation conducted by Dr. L. J. O'Rourke into the application procedure of the United States Civil Service Commission is particularly noteworthy.⁴ Dr. O'Rourke made an intensive study of the specific errors in the applications of a sample group of 1,147 individuals. Some of these he discovered to result from faulty design and construction of the application form. The chief defects appeared to be: (1) the provision of inadequate space in which to write complete answers; (2) the use of fine, closely spaced print causing questions to be overlooked or incompletely comprehended; and (3) the separation of questions by heavy rules, making some questions inconspicuous.

Upon the basis of this study Dr. O'Rourke laid down several general principles regarding the format of the application blank. Most important was the provision of adequate space for answers. This was facilitated by questions phrased to require checks or simple "yes" or "no" answers. Second, he concluded that it was desirable to print directly under each answer line specific in-

³ See H. S. Kenagy and C. S. Yoakum, *Selection and Training of Salesmen* (New York, 1925), pp. 194ff.; D. B. Goldsmith, "The Use of the Personal History Blank as a Salesmanship Test," 6 *Journal of Applied Psychology* (1922), pp. 148-55; Grace E. Manson, "What Can the Application Blank Tell?" 4 *Journal of Personnel Research* (1925), pp. 73-99; W. Russel and G. V. Cape, "A Method of Rating the History and Achievements of Applicants for Positions," 3 *Public Personnel Studies* (1925), pp. 202-09.

⁴ Described in the 45th, 46th, and 47th *Annual Reports*, United States Civil Service Commission (1928, 1929, 1930).

structions on how to answer the question. Third, it appeared advantageous to arrange questions in parallel columns, with the answer lines to the right of each. Finally, the study suggested that large and easily readable type should be used and that heavy rules between questions should be avoided. These principles have been followed in the design of the blanks now used by the United States Civil Service Commission.⁵

Dr. O'Rourke's investigation is the most elaborate thus far undertaken, but a number of other jurisdictions have experimented with variations in application format, and nearly every personnel administrator has discovered other general principles during his experience. Especially in the last few years, considerable progress has been made in design, with experiments in the use of color and many other innovations. Some of these will be touched on in the survey of forms in use, presented below, and under more specific headings.

The Size of the Form

Most public application blanks are of either letterhead or legal size. Of those reviewed for the purposes of this report, forty-three were of letter-size ($8\frac{1}{2}" \times 11"$) and twenty-eight of legal-size ($8\frac{1}{2}" \times 14"$). The remaining ten varied from two blanks which were only $5" \times 8"$ to six which were $8\frac{1}{2}" \times 12"$.

Obviously the decision on size will be affected by the uses the blank is to serve and the nature of the content. Other things being equal, however, the letter-size page has real advantages in terms of convenience in handling and filing. It fits envelopes better than a larger sheet and may be stored in either a letter-size or a legal-size file. Moreover, correspondence attached to a form of this size is easier to handle and neater in appearance. The chief argument for the legal size is its greater space, but whether this offsets the advantages of the smaller form is doubtful, particularly when it is considered that pages may be added to the latter.

⁵See Appendix, pp. 191-94, for reproduction of the standardized application form developed by the United States Civil Service Commission for its own use and for the use of other federal departments.

Number of Pages

Of the eighty-one public agency blanks reviewed, forty-eight were two-page forms. Nineteen were one page, and thirty-five had four pages. The largest form reviewed consisted of six pages, with questions on five of them. There is obviously no uniformity of practice in this respect, although the two-page or four-page blanks are the most popular. The choice between these will necessarily depend again on the uses to which the form is to be put and the number and arrangement of items.

For most purposes, a two-page blank seems adequate.⁶ Most of the four-page forms reviewed employed free-answer types of questions, but contained approximately the same number of items as the two-page forms. Therefore, unless considerable detail is required, two pages seem sufficient—and when thousands of forms are issued by a jurisdiction, cost is an important consideration. Also, a two-page blank printed on a single sheet is more convenient to handle and file. This may not be important, however, for the four-page type can be conveniently used as a folder in which to file all pertinent correspondence and other papers.

It is impossible to come to any hard and fast conclusion as to the over-all advantages of one or the other style. Suffice it to say that the optimum number of pages for the application blank of a particular agency must be decided primarily on the basis of the variety and detail of the information required under the policies of that agency, and secondarily by the requirement of adequate space for inserting the desired information. Concerning the latter, study has shown that the crowding of items is probably one of the most common causes of faulty answers.

If the number of questions cannot be reduced it may be necessary to enlarge the form. Cramped handwriting makes for poor legibility, for the average applicant cannot or will not write small letters. Most of the forms reviewed had blank answer spaces or lines which were too small and too short. As a test of

⁶ See Appendix, pp. 187-90, for two-page application forms used by the State of Indiana and San Diego County, California.

this fact, the amount of space actually used for name and signature by 130 applicants was measured. The average for the full name (printed) was found to be $6\frac{1}{2}$ inches; that for the signature, $3\frac{3}{4}$ inches. Yet the space provided for the name on the eighty-one blanks reviewed averaged $4\frac{1}{2}$ inches, and for signature, $3\frac{1}{2}$ inches.

Inevitably, cramped writing and unsatisfactory answers to relatively simple items are the result of ill-advised efforts to save space. It is certainly better to lengthen an application form by a page than to crowd items in order to conserve space, for the errors and loss of staff time in endeavoring to decipher illegible responses are not the only results of a crowded form. The applicant's attitude toward the personnel agency itself may be affected as he struggles unsuccessfully to supply information in a space wholly inadequate for the purpose.

Layout

Some agencies attempt to group the various items on the application blank in a sequence according to subject matter. One private company uses bold-face type for subheads above each of five such groupings. The Minnesota Department of Civil Service, in its application form for the position of Director of the State Civil Service, grouped items under the following headings: (1) personal information; (2) educational record; (3) employment record; and (4) oath. Somewhat similar groupings characterize the excellent blank adopted by the Evanston Civil Service Commission.⁷

The ordering of items along these lines facilitates the use of the form and enhances its value. When, as sometimes happens, employment items are scattered throughout the blank, the whole form must be gone through in order to acquire information on a single point, and review becomes a tedious process fraught with possibilities of error. When an application is to provide a basis for an interview, that fact should be considered in grouping items.

⁷This four-page form is reproduced in the Appendix, pp. 195-98. It is a modification of a basic design first developed by the former Arkansas State Personnel Division. A similar form is used by the Alabama State Personnel Board.

On the grounds of the study previously mentioned, Dr. O'Rourke concluded that items should be grouped in a column at the left of the blank, divided by a middle line from the corresponding answer lines grouped to the right. This suggestion has not been widely followed, even though it appears to make it easier for an applicant to answer all items and certainly facilitates the checking of the forms by the personnel agency. It merits further investigation.

Future reference to information on an application in the course of correspondence with the applicant is facilitated if all items are numbered. This practice is now almost universal, numbers being used in all but six of the blanks reviewed. However, there is a tendency to combine several items under a single number, so that the actual number of items corresponds with the numbering on only nineteen of the eighty-one blanks examined. This fact would be of little significance were it not that it is apt to lead to the use of a single answer space for more than one question—a practice which will almost surely breed errors. Furthermore, it increases the difficulty of reviewing and checking for factual information.

Phraseology

Some of the more specific aspects of phraseology will be included in the discussion of content. Only two rules need be mentioned here: (1) phraseology should be simplified as much as possible, eliminating legal and technical terms, as well as ambiguous language; and (2) as many questions as possible should be phrased so that they can be answered by a check or in one or two words. If these rules are conscientiously followed they will be found to yield real results in terms of a sharp increase in the percentage of complete and errorless applications.

Typography

In choice of typography two aims must be paramount. Legibility is the more important. Small print is one of the most frequent causes of errors and oversights. In an effort to conserve space, many jurisdictions have resorted to type far too small. In the long run this is not real economy even if it makes

possible a reduction in the size of the blank from four pages to two pages. Almost surely, the resultant increase in errors will offset any possible savings. The first rule, then, is to choose a large, readable type.

Second, attractiveness should be an important consideration in determining typography. There is some evidence to suggest that a prospective applicant is less likely to make errors when the form he is filling out is an attractive one.

Color

Recent years have witnessed a number of experiments in the use of colored forms, although the traditional black on white is still the most usual. However, color offers a fertile field for experimentation. One private utility company, included in this study, changed from black ink to brown on white paper, after experiments proved this easier for applicants to read. The new color also facilitated the work of the personnel office by making it easier to distinguish between items and answers. Similar experiments have been undertaken by a number of public personnel agencies. The Evanston Civil Service Commission form is printed in orange on buff paper—a combination which is both pleasing to the eye and easy to read. Answers in ink show up much better against a buff background than against a white one. A warm, soft color of this sort has the further advantage of reducing glare from electric lights and so diminishes the eye-strain of those who review applications.

Where more than one type of application is in use, a variety of colors may be used to facilitate handling and filing. The City of Seattle, for example, uses a white form for the general classified service, an orange form for the labor service, and a blue form for promotional applications.

THE CONTENT OF THE APPLICATION BLANK

Because the content of the application blank must be planned in the light of administrative decision as to the purposes the form is to serve, it is impossible to present any abstractly ideal list of items. The number of items employed on the 108 appli-

cation forms reviewed varied from six to seventy-six, with an average of thirty-six. The optimum number must be determined by each jurisdiction as a result of research based upon the aims of its own program. However, there are certain items which cannot be avoided and certain basic types of information upon which comments may be made—items required by the very nature of the employment process.

Introductory Directions and Information

All application blanks have a space for the title of the position or positions for which the application is submitted. In addition, on any form intended for distribution there is an obvious need for the name and address of the distributing authority. Yet over half the forms reviewed failed to carry this elementary information. The name of the jurisdiction and its full address printed at the head of a form will serve to prevent unnecessary delay in returning applications.

Every jurisdiction has rules governing the method and place of filing applications. These should be stated in brief as a part of the general introductory instructions. It is not enough to have them only on the examination announcement.

There are certain minimum requirements in regard to such things as citizenship or residence which apply to all positions in a jurisdiction and are usually a part of the rules or law. These should be covered in introductory instructions, as they usually are. The review of the eighty-one forms of public jurisdictions indicates that there are two extremes to be avoided here: statements too brief and statements too lengthy and technical. The basic requirements should be succinctly summarized, listed, and numbered.

The introductory instructions should also inform the applicant of the required or desired methods of filling out the form. Some of these are general, such as "Write clearly;" others are more specific, such as "Use ink," or "Fill out blank in your own handwriting." Precision and simplicity are the qualities to be sought in such instructions. Care should be taken to avoid the use of vague phrases or cautions, such as that found on one

blank: "Be careful in filling out this application or it will be returned to you." Such a blanket warning can scarcely be expected to produce any specific results.

Almost the only point covered by specific instructions concerns how the answers must be written. Forty, or approximately half the forms require answers to be in the handwriting of the applicant. Sixteen indicate that answers may be either written or typed and eight give no instructions on the point. The usual argument for requiring the applicant's own handwriting is that neatness, accuracy, and similar factors are of value in judging the prospective employee. This brings up again the question of the potential uses of the form, and it should be stressed that the application blank is essentially a source of information, not a test in itself. It seems more logical that any test of penmanship or neatness should be included in the actual examination. Further, the handling of a large number of applications surely would be speeded if poor penmen were permitted to type their answers. Although it would probably handicap many applicants if the typing of the application were a requirement, to encourage the typing of answers appears to be a common sense step designed to aid in reading and handling the many forms an agency must examine.

Another aspect of content concerns the space and items reserved for office notations. As the application is quite likely to be an office work sheet, space will be needed for information such as grades on tests, eligible number, examination date, and notices of examination, standing, and certification. If the time of receiving an application is noted, a space should be reserved for time stamping. Items employed for office use can be abbreviated for convenience and to conserve space. The space should be marked "For office use only" and the applicant instructed not to write in it.

Instructions are used not only at the beginning of an application form, but are scattered throughout for specific items. Otherwise, applicants would find it difficult to give the needed information and answers would not approach standardization in form or content. Instructions may be placed under an answer

line, following a question, or in some similar place where they are convenient and do not take up excessive space. In general, every item requires specific instructions. The forms reviewed tend to use them for identification items, such as name and address, and to omit them for employment and reference items. This is unfortunate, for instructions can well be included for all items on which information is sought.

Just as instructions for written examinations are clarified by the use of examples, so is the application form. Several jurisdictions have recently added to their blank space for previous employment information a "John Doe" example of how each question should be answered. This method might be followed for parts of the blank which include several items in any way likely to be confusing. For instance, see the model work history statement of the Evanston Civil Service Commission's blank, included in the Appendix.

Lengthy questions and those phrased in technical terms frequently cause mistakes and omissions. As the application form will be used by people of all levels of intelligence and education, short questions worded in simple phrases are essential. Involved items referring to more than one point have no more place on the application than on a short-answer test.

Many of the more recently constructed blanks make considerable use of items permitting short-form answers. These include questions which can be answered by a single word or phrase, and those answered by placing a check mark before one of several possible answers. The arrangement assures similar form on the various applications received, conserves space, and makes easier the submission of the correct answer. With some planning, almost every type of question can be phrased for a short-form answer.

Identifying Data

All application blanks contain items to aid in the identification and location of the applicant. These include name, address, telephone number, and, less frequently, photograph or fingerprints. The first three raise few problems. Most jurisdictions

(seventy-five of the eighty-one investigated) require the applicant to give his full name. Seventy-one jurisdictions request the maiden names of married women. Such a requirement not only facilitates identification for the purposes of a particular examination, but enables the personnel authority to check on other examinations taken before marriage and on character and employment history. Finally, sixty-one of the blanks reviewed call for the surname first, followed by the two given names. This is not especially important, but does aid in alphabetizing and filing. However, it seems to be hard for many applicants to write a surname first, and the results may be hardly worth the effort.

Four distinct types of address are called for on one or another of the blanks examined: resident, mailing, business, and legal. Residence and mailing addresses are requested as separate items on eighteen of the public blanks reviewed. Business address is asked for on twenty-five, in conjunction with the residence item. Whether such a multiplication of items is desirable cannot be answered in the abstract but must be checked in each jurisdiction separately. Residence and mailing addresses may frequently differ in a particular area, but this is a question of fact to be determined by experience and investigation. In general, however, it is probable that a jurisdiction covering a large territory has more need of two addresses than one in which recruiting is restricted to a small area. In many federal and state positions, location of work, and therefore mailing address, differs from home address.

A blank for business address is often included among the items covering the employment history, in which case there is no need to request it again at another point in the form. Legal addresses are not ordinarily required, except in connection with the federal blanks reviewed. Their value is limited to meeting jurisdictional and residence requirements.

A telephone number is useful in connection with emergency employment and in obtaining information prior to an examination or promulgation of an eligible list where speed is a factor. However, the item "Telephone number" alone seems inadequate. On some blanks the question is more usefully phrased, "Telephone number where you can be reached during business

hours." Where both home and business addresses are requested it is customary to ask for the phone numbers of both.

The requirement of a photograph in connection with applications is of debatable value. Nevertheless, thirty-six of the eighty-one public jurisdictions studied called for a photograph to be attached to the application form, showing that a sizable minority is committed to the practice. However, of twenty-three municipal jurisdictions calling for photographs, only two adopted the requirement within the last five years, and in ten cases it had been in force for more than a decade. This would suggest, perhaps, that the practice is not gaining favor.

The reasons commonly advanced for requiring a photograph are the following: (1) Without an oral interview, the photograph is the only means of obtaining some idea of the testee's appearance. (2) When an oral is a part of the examination the picture enables the examiner, upon a recheck or review, to be certain that he remembers the testee. (3) After promulgation of an eligible list a photograph gives the appointing officer some idea of the appearance of the prospective employee. (4) A photograph helps in some degree to keep "ringers" or professional examinees from taking portions of the examination. (5) As a part of the file of previous examinations it may keep people from taking an examination under another name. (6) The photograph may later become an identifying part of a personnel roster card.

The arguments against requiring a photograph are less numerous but perhaps more weighty. Experience reveals that the average picture submitted is on a level with the notorious passport photograph and is therefore not of the highest value for identification or appointment purposes. More serious is the fact that it is, in practice, exceedingly difficult to avoid making some evaluation of the applicant upon the basis of his photograph. No such evaluation can safely be undertaken since there is no established correlation of photographic appearance with ability, intelligence, or personality.⁸ Yet appointing officers and even

⁸ See Donald Laird and Herman Remmer, "A Study of Estimates of Intelligence by Photograph," reported in Fred Moss, *Applications of Psychology* (Boston, 1929), p. 228.

personnel officers may have difficulty in resisting this temptation and applicants may readily suspect that they have yielded to it. Again, the requirement of a photograph occasionally gives rise to the charge of racial discrimination. Finally, the requirement makes the recruitment process more troublesome and more expensive for the applicant and may therefore serve to discourage qualified candidates.

This discussion has gone somewhat beyond the question of the use of photographs for identification purposes, but other factors cannot be excluded. On the whole, best opinion today is against this requirement. If appointing authorities insist on seeing photographs, those who are certified can be asked to provide them at that time, or they may be required of all eligibles after the promulgation of the list. Either procedure has the advantage of eliminating the requirement for large numbers of applicants and of destroying the suspicion that examiners will be influenced by a pretty or an ugly face.

Fingerprints provide a far more positive means of identifying an applicant than do photographs. Despite this fact, they are required by only five of the eighty-one jurisdictions investigated. Of course, a good deal of expense and work is involved, for, to be of maximum value and absolutely eliminate substitution of another person, prints must be made at each appearance of the testee and these must be classified and compared. Some jurisdictions even roll a complete set. All of this work and expense has led to the more usual practice of taking and searching prints after the examination has been satisfactorily completed, rather than at the application stage.

Eligibility Data

Another primary use of application blanks is to determine eligibility for competition. Questions designed to aid on this point concern citizenship, residence, age, experience, and training.

The citizenship requirement is usually a matter of basic law or rules, and public jurisdictions are probably more in agreement on requiring citizenship than on any other point in the

recruiting process. Seventy-three of the eighty-one public jurisdiction blanks and nineteen of the twenty-seven private ones have questions on citizenship. The eight public blanks without such items are all from cities and are all very short forms, containing identification items almost exclusively. Fifty-six public jurisdictions have questions on naturalization, demanding proof of citizenship from foreign-born applicants.

The most usual phraseology is "Are you a citizen?" and "Place of birth." On blanks with items on naturalization, the usual questions concern time and place. Thirty-two public jurisdictions require the submission of documentary proof, generally citizenship papers. None of the twenty-seven forms from private concerns contained naturalization items, although the situation has changed in this respect under wartime conditions.

Documentary evidence should be submitted by foreign-born citizens, if citizenship is to be clearly established, and this requirement should be fully explained in the application blank. Too frequently the only written directions are, "If foreign-born you must submit proof of citizenship." Documents usually acceptable as proof of citizenship under various conditions are: (1) final naturalization papers; (2) time of parents' naturalization; (3) sworn statement of two disinterested citizens for persons born abroad of American parents; (4) marriage certificate for a foreign-born woman who acquired citizenship by marriage between 1907 and 1922; (5) marriage certificate and citizenship papers in cases of marriage to a naturalized citizen; and (6) papers attesting to the various legal measures provided for those born in the Territories of the United States.

The acceptable documents should be listed, along with directions as to when and where to submit them, and full explanation of how they will be returned. The latter statement seems especially important since citizenship papers are of considerable value to the owner. Yet items covering the point appear on only twenty-two of the blanks studied.

Most jurisdictions have residence requirements of some sort, varying from one to five years. In some instances these may be waived for examinations with special requirements or when

there is a dearth of applicants. A question concerning present address has value here in determining legal residence. Since a number of continuous years of residence within the jurisdiction is frequently required, other items are necessary to check on this point. Usually the information is obtained through the simple question "Number of years of continuous residence in jurisdiction?" This is the question used on fifty-six of the blanks of public jurisdictions. Nineteen require that previous addresses be listed for a certain number of years, the number corresponding with the legal residence requirement.

Only twelve of the blanks examined call for proof of residence. In all cases voter's registration is to be submitted or the number of the voting precinct is to be stated in order that a check may be made. However valuable registration for voting may be in terms of good citizenship, it is obviously not a conclusive test of legal residence. In addition, it does not seem wholly desirable to restrict public employment to qualified voters.

The items concerning both length and place of previous residence should correspond closely with the jurisdiction's legal requirements, and, where such requirements are liberal, detailed information seems of little value. Further, it appears very doubtful that the application blank can contain any item which will give conclusive proof of present or past residence. When such proof is essential, investigation must supplement the information on the blank.

There is an unfortunate tendency to abolish age requirements, although they are still in general use where legal, especially for peace officers, firemen, and apprentice or student positions. A question dealing with age is included in sixty-nine of the blanks considered. If any future reference is to be made to this item, "age" is inadequate and "date of birth" will give the information more readily. The latter phrase is used in lieu of "age" in twenty-nine of the forms, and thirty-one blanks use both items. Height and weight factors may be requirements in certain examinations, and questions concerning them are found on seventy-five of the public jurisdiction blanks. Obviously, the

inclusion of such data depends upon the established requirements for eligibility.

Experience and Training

The questions on previous experience and training are among the most important on the form. Examination bulletins usually specify a minimum amount of both experience and training, or permit substitution of certain combinations deemed to be the equivalent of the minimum. In either case the application blanks must provide information upon which a decision to accept or reject an applicant can be fairly made. If the items are incomplete or the format faulty an applicant may be unjustly disqualified or the jurisdiction may lose a promising candidate.

All of the 108 forms examined have questions covering experience and training. They are given considerable space, occupying as much as 75 per cent of the form in a few instances and averaging approximately one-third of the space on all blanks considered. These data have further use in the certifying and appointing process, and are sufficiently important to warrant careful wording and arrangement.

A complete history of all schools attended is usually necessary and since applicants have difficulty in remembering such data the application should be as easy as possible to fill out. The information should include the name and location of the last grammar and last high school attended, with figures to be circled to show the highest grade or year completed. Space is also necessary for university, business, correspondence, private, evening, or special courses. For each of these there should be columns for course or unit, questions regarding graduation, degree or certificate received, and date of completion or withdrawal.

Similarly complete data are necessary on employment history. On most four-page applications a history of all employment since leaving high school is required. On most two-page applications data are restricted to the last ten years. Items should include the date of beginning and ending each employment, total time employed in each job, the position or occupation, the duties of the position, the beginning and terminating salary,

and the employer's firm name, business, and address. For jurisdictions that use the application as a work sheet, there should be a space at one side of each line "for office use." This space can be used for checking any data, such as references, qualifying experience, doubts, and so on. A few jurisdictions have a space for "employer's signature." This seems unfair, for employers die or leave town, businesses close down, and so forth. The requirement may cause delay in filing and considerable inconvenience to the applicant.

Finally, some of the newer blanks contain an item like the following: "Do you object to our making inquiry of your present employer regarding your character and qualifications?" Some such question seems desirable, for there are instances wherein it would handicap a competent employee if it were known that he was looking for another position.

For positions requiring special training or qualifications, additional information may be necessary. The fact of special training may be established by the presentation of licenses, permits, certificates, or diplomas. So that a close perusal of an application need not be made each time to discover the presence or absence of desired qualifications, such training might be indicated by the reviewing officer in a reserved space or square on the application.

Preference Status

Questions as to marital status and number of dependents may be used in some jurisdictions as factors in determining eligibility. The former is the more extensively employed, as some jurisdictions attempt to bar married women from employment. The number of dependents is more likely to be a factor at the employing stage, although in a few instances a misguided "welfare motive" has limited examinations to those having dependents. To the extent that legal barriers against nepotism exist, the determination of whether the applicant has relatives already in the employment of the jurisdiction is more likely to be a factor in eligibility than is the number of dependents. All of the blanks examined inquire about marital status, while more than half of them also request data on dependents.

There are three chief methods of ascertaining marital status. The best is to have the applicant check a square following one of the descriptive terms: "single," "married," "separated," "divorced," "widowed." Another is to print the descriptive terms as instructions, asking the applicant to fill in a blank with the one that fits. A third, and unsatisfactory, device is to ask for "Mr.," "Miss," or "Mrs." before the name. This does not reveal separations, divorces, or widowhoods, and, if the form includes a question as to the sex of the applicant, serves little purpose.

A somewhat specialized use of the application form is to determine the eligibility for veterans' preference. Since over 75 per cent of public jurisdictions have some form of veterans' preference, the use of questions on this point is widespread. Fifty-six of the forms from the eighty-one public jurisdictions call for data on military service. The questions usually concern branch of service, length of service, and disabilities. Thirty of the jurisdictions represented require the submission of documentary evidence—usually discharge papers. As in other instances, a space should be provided for office notation of the submission of proof.

In addition to preference for veterans, some jurisdictions give points or other preference to veterans' widows or dependents of disabled veterans. In these instances the application form must contain items to yield the necessary information. The adequacy of any questions concerning veterans' preference is determined by their success in getting the information essential to fulfill legal requirements. The number and kind of questions asked should be gauged by the extent and scope of preference in the particular jurisdiction.

Personal History (Habits, Arrests, Etc.)

All application blanks include several items as to the personal habits or character of the applicant. Chief among these are questions concerning arrests and convictions, the use of narcotics and intoxicants, voting registration, debts, hobbies, and interests. There is less standardization in connection with this group and unusual questions occasionally find their way into

an application blank. Some of these are of questionable value. Items designed to shed light upon an applicant's habits and character may be of help to appointing authorities and to oral examiners, but their inclusion should result from a careful study of those which are actually relevant to the recruiting process.

If widespread usage is any test, the most important items in this connection are those on discharges and arrests. A question on arrests and convictions should probably be included, even though experience shows that offenders seldom admit either. However, the fact of falsification, once established, provides a solid basis for disqualification if later evidence makes this desirable. Results from a question as to whether or not an applicant has ever been dismissed from employment are generally more reliable. Most people seem willing to admit such an incident and to describe its causes. In both cases, however, independent investigation is necessary to check against falsification.

Many jurisdictions continue to ask questions concerning addiction to narcotics or the excessive use of alcohol, regardless of the obvious fact that such questions cannot elicit reliable information. If data are desired on these points they can be procured only through a neighborhood investigation and there seems little reason for littering up the application form with such items.

Decision as to the inclusion of items on interests or hobbies will depend primarily on the uses to be made of the application. While information on these points may be valuable in certification and should certainly be a part of the personnel record of all employees, it is a moot point whether such items should be included in the application form. A blank used by the Tennessee Valley Authority calls for a listing of all hobbies "such as music, painting, or dramatics." This is an unusual practice.

A list of references is required by all public jurisdictions investigated. These are mainly either personal or business. The latter are usually used as a check on previous experience, ability, and perhaps character. The former are almost always limited in use to factors such as personality, character, and standing in

the community. Either may be used by the central personnel office or the appointing authority.

On the face of it, personal references have obvious limitations. Any applicant so dull-witted as to list a reference likely to question his moral character would probably be eliminated anyway on the basis of the test rather than the recommendation.⁹ Also, people writing recommendations tend to seek out the commendable and desirable characteristics of an applicant and to report their own estimates of these.¹⁰ However, many jurisdictions continue to rely on such slender reeds, and personal references are required by fifty-one of the public agencies studied. Perhaps the space on their blanks could be better used, but the fact that so many feel a need for supporting evidence of this sort is a commentary on the importance of intangibles such as character or personality. The number of references required varies from two to seven, with three the most usual. In some instances, special qualifications are prescribed for those listed as references, among them: "Must not be an employee of the jurisdiction," and "Must not be a past employer."

One attempt to increase the value of personal references is to require the applicant to secure a certain number of signatures to a statement concerning his character and personal habits. Nineteen of the forms use these character vouchers in lieu of references and eight employ both. Although it is often required that the vouchers be signed under oath, it is doubtful whether this method greatly increases the value of personal references, for the applicant is still able to use a selective process in getting the signatures. Actually there seems to be no substitute for some type of investigation on the part of the personnel department, if the jurisdictional uses require character information. Forty-seven of the public agencies reported that such investigations were made, either by neighborhood calls or interviews with those given as business and personal references, in addition to any regular reference correspondence.

⁹ William E. Mosher and J. Donald Kingsley, *Public Personnel Administration* (New York: Harper & Bros., 1941), p. 149.

¹⁰ Herbert Moore, *Psychology for Business and Industry* (New York, 1939), p. 83.

Business references are usually a part of the information obtained about past employment. Sixteen of the forms examined require additional references of this type. If the items covering past experience contain adequate space and provide for listing previous employers or supervisors, separate business references are of questionable value.

Business or past employer references are usually given greater weight than are personal ones. However, it should be recognized that an employer may withhold certain facts about an employee in order to affect the prospective appointment one way or another. The eventual value of these references depends upon the effectiveness of securing the information and a recognition of their limitations.¹¹

Health

Items bearing on the health of the applicant are commonly included in public application blanks. Because an overweight or underweight condition may be an indication of poor health, and also because some examinations include minimum height and weight standards, there should be spaces to indicate height and weight. There should also be a question relative to physical defects and a space for comments by the applicant. Occasionally an applicant will disclose a defect not otherwise discernible. To secure additional clues to ailments, a few jurisdictions include such questions as: "Have you ever failed a life-insurance examination?" and "How many days have you been unable to work on account of sickness or injury in the last two years?"

The questions of a medical examination and of a physician's certificate involve administrative policy and are discussed further below. Some jurisdictions do not require a medical examination until after appointment, in which case no record need be made on the application. When a physician's examination is a prerequisite there should be a space or square for noting the presentation of the certificate. No attempt should be made to place the complete record on the application because a complete medical examination requires a lengthy form.

¹¹ See Walter D. Scott, Robert C. Clothier, Stanley B. Mathewson, and William R. Spiegel, *Personnel Management* (New York, 1941), p. 56.

Notarized Oath or Signed Certificate

It is sometimes required that applications be sworn to before a notary public or other person authorized to take statements. A suitable space near the end with proper wording is included in many application forms. Applications presented in person are often notarized by the person accepting them. It should not be imagined, however, that any considerable decrease in falsification will follow from the requirement of notarization. Its chief value lies in providing a clear-cut legal basis for disqualification if falsification is discovered. However, there is a growing feeling among progressive administrators that notarization is just one more unnecessary obstacle in the path of the prospective applicant and that it should be eliminated. The same ends as those served by requiring an oath can be accomplished by requiring the applicant's signature to a statement certifying to the truth of the information contained in the application.

Miscellaneous

For very large jurisdictions there should be a space where the applicant can indicate his choice of examination center. Some agencies may wish information as to salary or location desired; whether the applicant operates any office machines or speaks any foreign languages, and so on. Finally, a few jurisdictions have begun to include brief check lists as to the source from which the applicant learned of the examination. These were described in a previous chapter.

Some Features Involving Administrative Policy

As has been indicated, much of the content of an application involves important administrative decisions. The major purposes to be served by the application must be decided in advance. If it is to be used as a work sheet, spaces will be needed for the eligible number, final average, written average, interview average, demonstration test average, examination date, examination notice date, interview date, and notice of standing date. Also marked "for office use" should be a space for the time stamp, veteran preference O.K. and date, citizenship O.K. and

date, documentary presentation O.K. and date, as well as spaces beside the experience insertions when employers are to be questioned. If it is decided, on the other hand, not to employ the application as a work sheet, much of this will be unnecessary.

Again, it may be decided to make the application serve also as a roster card. Although this has been done in a number of jurisdictions, necessitating alterations in the form, such combined use is not recommended for a number of reasons. Information from the form will be meager for record card purposes unless many additional items are included specifically for this purpose. Also, to make a permanent file record, a heavier and more durable paper stock must be used. Since a large percentage of applicants do not receive appointment, this involves considerable needless expense in terms of unnecessarily costly forms which will not be permanently filed. This is a matter, however, for administrative decision and illustrates the way such decisions may affect the application blank.

The method of certifying health also affects the form. Some jurisdictions require that a medical certificate accompany or be attached to the application. This may be issued by a private physician or by the service physician, and an administrative choice must be made between them. In the case of large examinations there may be no practical alternative to certification by a private physician, but this procedure has three major disadvantages: (1) An applicant with an ailment that may be disqualifying may try to induce his personal physician to give a health clearance. (2) Some private physicians are inclined to be cursory in a matter of this sort and their examination may be little more than a brief interview. (3) The reports or certificates are presented as letters or on various sizes of forms, adding to filing difficulties.

Further administrative decisions are required in regard to the inclusion of items on the borderline between essential and nonessential information, or on such requirements as those for the submission of photographs or documents, for fingerprinting or notarization. At every point choices must be made and decisions rendered. To be sound they should conform to two rather

simple rules: (1) Include no item in the application which does not contribute directly to one of the predetermined purposes of the blank. (2) Keep as simple as possible the requirements in regard to procedure and the submission of documentary evidence.

These are perhaps obvious, but anyone who reviews considerable number of application forms cannot escape noticing the extent to which they are disregarded. There is a constant tendency to multiply red tape. One application examined, for example, requires the signatures of five character witnesses, a notarized oath, submission of original documents covering six items, the completion of four full pages of free answer questions, and the payment of a filing fee. Many of these requirements could be simplified or eliminated entirely, and should be, if these procedures are to contribute to positive recruitment.

As a matter of fact, recently constructed applications exhibit a notable tendency to reduce legalistic requirements to a minimum. This is all to the good, for any steps which serve to simplify the task of the prospective applicant, while retaining the essentials of the application, are steps toward positive recruiting.

Another question involving important administrative decisions has to do with the use of special application forms. Some jurisdictions use special forms for the labor service, fire and police, professional employees, and so on. It is good practice to keep the number of these to a minimum, as far as major differences are concerned, and the use of different colored paper stock is recommended to avoid confusion. Important variations in content will be necessary only when there are extreme differences in the types of applicants required. Thus, most jurisdictions have developed special forms for unskilled labor, partly because of the low level of literacy involved, and partly because it has been thought unnecessary to have elaborate information about this group of applicants. With this possible exception it should be feasible to construct a general application which will serve all other purposes.

In this connection, a noteworthy device for obtaining addi-

tional information on the training and experience of applicants is the use of a supplementary questionnaire. The Detroit City Civil Service Commission, the Kansas City Personnel Department, and the Indiana State Personnel Division are among the agencies which have used such forms. The form, usually mimeographed on letter-size paper, varies in content according to the type of position for which it is designed. The principal objective is to isolate and describe the applicant's qualifications of training and experience which are directly related to the requirements of the particular position. Thus, in a supplementary questionnaire for field civil engineering positions developed by the Detroit agency, there are items such as the following: "List the courses you have taken in general engineering science, including physics, chemistry, mathematics, mechanics, and geology," and "Describe any experience you have had in the design, inspection, and construction of foundations for large structures and of tunnels."

Under certain circumstances, it appears, such specialized supplementary questionnaires may be used very effectively. They can be used to best advantage in instances where the position is a specialized one, and where desirable qualifications form a well-defined pattern. Where this is true the information brought out by the questionnaire provides a more accurate basis for evaluating training and experience than the brief and often cryptic responses to items in the standardized application form.

Since the information requested in such a form often requires considerable additional work on the part of the applicant, it is debatable whether each applicant for the position should be required to submit a supplementary questionnaire. A decision in this matter will normally turn on the policies of the jurisdiction toward the pre-examination enforcement of minimum qualifications. Unless hard-and-fast policies are a matter of rule, it would appear that the agency can determine at least roughly whether the applicant possesses qualifications approximating minimum requirements by referring to the information supplied in the standard application form. As soon as the written test has been administered, those who achieve at least the minimum critical score would then be sent the specialized supple-

mentary questionnaire, together with instructions for filling it out and returning it at an early date. The questionnaire, rather than the application form, is then used as the principal basis for the evaluation of training and experience. When the examination is on an unassembled basis, however, it is usually desirable to require that all applicants submit the supplementary questionnaire.

IMPROVING THE SELECTIVE QUALITY OF APPLICATIONS

Because of its more extensive testing program, the public service requires a less highly selective application blank than do many private organizations. Nevertheless, the failure of public agencies to evaluate the items they are using is a discouraging commentary on the state of public personnel administration. Included in the request for applications used in preparing this report was a check list covering practices and methods of revising forms. Only two public jurisdictions indicated that any study had been made of the relationship between the presence or absence of particular characteristics, as indicated by the application, and later success either in the examination or on the job.

To be sure, if the jurisdiction has an adequate testing program, the application blank may rightly be regarded as a source of information rather than as a selective tool. But the question then arises, "a source of what information?" Unless the items on the blank are rigidly confined to those necessary for identification and legal purposes, they must involve assumptions as to what facts or opinions are of value in the selection process. But assumptions in this matter are dangerous. Do applicants who own their own homes, or who play the violin, or who write neatly and legibly in a small space make better employees than those who do not possess these characteristics? Is the man who owes ten people less desirable as a candidate than the man indebted to five? Is the married man more likely to remain in the service than the single man? Unless these questions can be answered on some basis more substantial than the hunch of the man who devised the form, items covering them have no place on the application.

In this, as in other aspects of personnel administration, there

is need for basic research to determine what data are of real use, either in establishing eligibility or to an appointing authority in selecting from a certified list. The facts can be determined only after careful study of the applications of both outstandingly successful and conspicuously unsuccessful employees. Some work of this sort has been done in the field of private employment, but has yet to be undertaken on any scale in the public field.¹²

SUMMARY OF DESIRABLE CHARACTERISTICS

Before leaving this discussion of the form and content of application blanks, it may be useful to summarize the general rules which should be followed in the construction of a good form. While some of these were laid down by Dr. L. J. O'Rourke on the basis of his study of federal applications, they are of general utility:

1. *Each item on the blank should refer to a single, specific point.* This rule was violated by four-fifths of the blanks examined for this report.

2. *Questions should be clearly and concisely phrased.* This is, of course, a matter of degree. Most ambiguities arise out of questions which are too long, refer to more than one point, or are couched in legalistic or technical language.

3. *Questions should be devised to require brief, direct answers.* Most of the material covered in an application blank lends itself to the short-answer type of question, in which answers are made either by a check or by use of a single word. This type of item was used fairly extensively in the forms reviewed, especially in those of the newer agencies.

4. *Specific instructions for answering should accompany each question.* The more recently constructed blanks make greater use of instructions than do the older ones. However, there is a tendency to use them for such items as name and address, and to omit them on others, such as references and employment. Only eight forms of the eighty-one use instructions throughout.

5. *Large, easily read type should be employed.* It is a short-

¹² See Mosher and Kingsley, *Public Personnel Administration*, pp. 150-01.

sighted policy to economize on space by using small type. Emphasis should be achieved by use of underscoring, bold-face type, or italics, not by reserving large letters for such purposes. Instructions under lines are usually readable enough in small letters, provided they are properly spaced. Heavy ruled dividing lines are used upon many forms to set off items. The danger of such a practice seems to be that some questions are set apart too much, thereby making others inconspicuous. If such ruled lines or boxes are used they should be applied to all items.

6. *Essential requirements and general instructions should be printed in bold face at the top of the blank.* Lengthy, detailed instructions should be avoided and only those applying in general to positions should be used. Some statement of the method by which the blank is to be filled out should be included. Policies covering time of filing, mailing of blanks, and similar points should be explained.

7. *The name and address of the issuing jurisdiction should appear at the head of the form.* This essential information was omitted from more than half of the blanks studied.

8. *Ample space should be reserved for each answer, the amount to be determined by studies of actual need.* Identical questions on the blanks examined were followed by answer lines varying from one inch in length to the width of a letter-size page. Obviously, someone is wrong. There should be periodic reviews of submitted applications to determine adequacy of spacing and required changes.

9. *The items selected for inclusion should be definitely related to the predetermined purposes of the form and should be of known validity.* Applications should be periodically reviewed also from the standpoint of content, eliminating items which do not yield the desired results.

THE ISSUANCE OF APPLICATIONS

The rules governing the issuance of applications should be sufficiently liberal to assure that all potential candidates have a fair opportunity to file. This fact seems to have been lost sight of in some jurisdictions where, in an effort to reduce costs by

conserving application forms, all sorts of restrictive regulations have been adopted. These cannot be regarded as contributing to positive recruitment and in the long run are a false economy. There is little sense in campaigns of anticipatory or direct recruiting if those efforts are to be nullified by making it unduly difficult for the prospective candidate to apply.

With these introductory remarks we turn to a consideration of some of the specific questions involved in the issuance of application forms, including time, place, and method of issuance, and some of the questions of administrative policy involved.

Time of Issuing Applications

There are two possibilities in respect to the time of issuing applications: (1) a continuously "open" procedure, under which applications are issued at any time; and (2) restriction of issuance to the direct recruitment stage. Both practices are followed, but the latter is by far the more usual. Its chief advantages are those of uniformity and economy, since fewer blanks are issued and their handling is concentrated in a shorter period. One difficulty with the open procedure is that when application forms are periodically revised, applicants filing over a period of time do so on different blanks. This is also true when different forms are used for different types of positions. Also, the eligibility requirements for various examinations are constantly being revised and an application accepted for filing may be unacceptable when the examination for the position involved is finally announced. These difficulties with an open procedure have led most jurisdictions to adopt the restrictive one.

At the same time, open filing has certain advantages which should, if possible, be conserved. It provides the personnel agency with information on a larger body of prospective employees than does restricted issuance, since many people who would file over a period of perhaps a year may be prevented from doing so in the brief period of direct recruitment. Further, an open procedure facilitates the handling of emergency situations, since the employment agency has always on file data concerning a considerable number of presumably qualified persons.

The advantages of both methods may be secured by adopting a system such as the one used by the Minnesota State Civil Service Department, or the one formerly used by the California State Personnel Board, described in Chapter II. Under this system the issuance of applications is restricted, but interested persons fill out at any time a "request for examination announcements" form, which elicits much the same sort of data as the usual application blank. This system also avoids the weaknesses inherent in a continuously open application procedure.

Place of Issuance

In small jurisdictions applications may be issued only at the central personnel office, which should be easily accessible and staffed to handle all inquiries. In larger jurisdictions, branch offices will be necessary. Potential applicants should have an opportunity to call in person to clear up any questions, and this will be possible only if offices are readily accessible.

Of course, many large jurisdictions will not have the resources to open the requisite number of special branches. Under such circumstances other public agencies and officials may be used for application purposes—city clerks, county clerks, other civil service commissions, and so forth. The New York State Department of Civil Service, for example, issues applications through municipal commissions. The Michigan State Civil Service Department employs the offices of county clerks. Public schools, libraries, and universities have been used as distribution centers, and offices of the United States Employment Service have been found useful in this connection. The important thing is that such centers be widely distributed and easily accessible. That some blanks may be wasted is less serious than that any qualified potential applicant might find it difficult to apply.

Method of Issuance

Three methods of issuing applications are in general use: (1) over the counter to the applicant in person; (2) over the counter to a proxy or messenger; (3) by post, upon a mailed or

telephoned request. The first procedure is the best because it permits the clearing up of doubtful points and the preliminary ascertainment of eligibility. Whenever possible, therefore, prospective applicants should be encouraged to call in person. However, in some jurisdictions such personal appearances are required by rule. This is undesirable and not in line with positive practice, for if an agency is after the best available material no such obstacle should be placed in the way. It is one thing to encourage personal calls and quite another to require them.

Issuance to a proxy or a messenger is a wholly proper procedure, provided blanks are not requested in large quantities. Whenever applications are issued in quantity their destination should be carefully ascertained in advance, together with the exact number required, for they may be destined for a civil service cram school or for one of the employment "sharks" who prey upon the unemployed.

The necessity for careful attention to mailed inquiries has already been mentioned. Many of the most highly qualified people are too busy to call at the central office to ask for an application, but will take the time to write for one. In this connection, four situations outlined below need to be provided for.

1. The letter of request specifies interest in a type of employment for which no examination is scheduled. The procedures in such a case have already been described. They involve the filling out and filing of a "request for notification" card and the dispatch of a letter of acknowledgment informing the inquirer of the action taken.

2. The letter of request merely states that the writer is interested in public employment, without specifying the particular type. In this instance, a letter of acknowledgment should be sent requesting further information.

3. An examination has been scheduled and a letter requesting an application is submitted under circumstances which raise a reasonable doubt as to the writer's eligibility. This would be the case, for example, when residence requirements were involved and a letter was posted from outside the jurisdic-

tion. In such instances, the inquiry should be answered by a letter stressing eligibility requirements and requesting further information. A form letter of this sort used by the Detroit Civil Service Commission is shown in the Appendix (p. 199).

4. An examination has been scheduled and a letter of request leaves no reasonable doubt that the writer meets the eligibility requirements. In such circumstances an application should at once be issued, together with a covering letter giving any necessary instructions for its completion.

The procedures for handling requests received by telephone have many elements in common with those just described. First, the person calling should be asked what type of employment he is seeking. Second, if no examination is scheduled in the field of his interest, he should be so informed and a "request" card filled out. Third, if an examination is scheduled in his field, he should be told about the eligibility requirements and asked to call at the central office for an application. If this is not possible, his name and address should be taken and an application mailed to him if he appears to meet the minimum requirements.

Other Questions of Policy

Among other important questions of policy involved in this stage of the application procedure is whether to use single or multiple forms for multiple examinations. The answer depends chiefly on the number of applicants, the variety of examinations involved, and on how the applications are to be used. If there are many applicants, the cost of separate applications for each examination will be a factor. However, if the application form is to be used as a basis for interviews or as a work sheet, multiple applications will be necessary. In general, the standard practice is to require separate applications for each examination when the examinations are in unrelated fields. However, when a series of two or more closely related examinations is being held, such as for the positions of Junior Clerk and Senior Clerk, it is often feasible to require only one application form. This matter is further discussed in the following chapter.

Another question concerns the use of individually assigned time limits for the return of applications. One large municipal commission time-stamps applications at issuance and again upon receipt, requiring that they be returned within seventy-two hours. This is not good practice for general adoption, for it is expensive, requires extra clerical work, and constitutes one more unnecessary obstacle. It is justified in the instance cited as a test of whether the individual can meet dead lines, but it is questionable whether such a test has any validity in view of the extreme variability of the conditions in which prospective candidates find themselves. At any rate, so long as there is a general time limit for filing all applications, individual limits seem unnecessary. It may be noted, however, that applicants usually wait until the dead line is imminent before filing their applications. In the case of a large examination, this may produce a last-minute peak load of clerical work that seriously delays completion of arrangements for holding the examination. Applicants should certainly be encouraged to file their applications as soon as possible.

A few jurisdictions have required that mailed requests for applications be accompanied by return postage. Despite the attractions of such a practice in terms of revenue, it is not recommended. Experience shows such a policy extremely difficult to administer and a candidate excluded on the grounds that he neglected to include return postage can make it very embarrassing for the personnel agency. Moreover, such exclusion would be contrary to the general principle of the attraction of the best possible group of candidates.

THE RECEIPT OF APPLICATIONS

The problems involved in the receipt of applications center chiefly in the two aspects of time and place.

Time for Receipt of Applications

All agencies, even those using a continuously open procedure, require that applications for a scheduled examination be filed

a specified number of days before the examination is to be held. This is necessary to provide opportunity for review, notifying those admitted to competition, and arranging examining facilities. In administering this policy it is usual practice to date and time-stamp all applications as they come over the counter. The time stamp is a definite proof that an application was not filed late and is sometimes used in breaking ties on final averages. Some large jurisdictions may find anything more than the date stamp impractical because of huge numbers of applicants, but in best practice a time stamp is used as well.

There are two possibilities in regard to the treatment of mailed applications. An agency may require that they be in the office by the closing date, or that they be in the mails by that time. In the latter instance the postmark serves as a time stamp. The former policy is simpler to administer in the case of a personnel agency in a small or medium-size city, but is hardly feasible in the case of an agency covering a wide geographical area. In general, best practice is to accept applications filed or postmarked by the closing date.

There are also variations in practice concerning the official time of receipt for applications returned for correction. Some agencies consider the official time as the time at which the application was first presented. Others use the time when the application is finally acceptable. The former seems the better practice, based upon the principle that the utmost opportunity for filing should be provided consonant with the demands on the personnel agency. In some instances it may be desirable to adopt a policy whereby applicants are admitted to the examination conditionally, pending the final submission of an acceptable application.

The disposition of late applications presents few problems. All late applicants should be notified by mail that their blanks were received after the dead line. Such blanks may be destroyed, but it is better to file them in a separate file so that any person calling at the office can examine the time stamp on his application.

Place of Receiving Applications

Applicants should be encouraged, but not required, to present their applications in person. For this purpose a central office is all that is required in small jurisdictions. In large ones, branch offices are required. As a general rule, agencies unconnected with the personnel office should not be permitted to receive applications. This is necessary because of the serious consequences of loss or mishandling, and because the best time for a pre-audit and check for completeness is at the time of filing.

INCIDENTAL FEES AND CHARGES

The costs involved in application and examination procedure, together with the general increase in the level of taxation, have led to a number of suggestions for underwriting some of the costs through various fees and charges. These need to be examined from a number of angles, but chiefly from the standpoints of (a) the personnel system and (b) the attitudes of the general public.

Examination or Filing Fees

Two chief arguments are advanced for charging a filing or examination fee. It is maintained, first, that this provides a considerable and rather painless source of revenue. Unquestionably this is true. With the numbers of applicants running to the thousands in many jurisdictions, even a nominal charge will yield considerable sums.¹³ Moreover, people are more willing to pay a service charge of this sort than they are a general tax.

Second, it is argued that a filing fee acts as a deterrent to unqualified applicants or to those perennial takers of examinations who are found in all jurisdictions. This argument is of

¹³ Seattle, with a \$1 filing fee, realized \$10,328 from this source in 1936, and \$8,196 in 1937. In the period between August 24 and December 31, 1939, the New York State Department of Civil Service netted \$18,065 from application fees, and the New York City Civil Service Commission collected \$367,568 from this source in 1939.

more questionable validity. To be sure, any fee will operate as a deterrent to many people, but there is no good reason to suppose that it will affect the poorly qualified more notably than the qualified. The question is, however, a matter of dispute at present.

The practice of charging fees is open to serious objections—some theoretical, some practical. It imposes a restriction upon candidature unrelated to differences in ability and is thus contrary to the general principles of positive recruitment. It is undemocratic and violates the principle of equality in relation to public employment. Carried to an extreme it would result in a caste system based upon plutocratic distinctions, as it has tended to do in England. Finally, it is destructive of morale, particularly of the unemployed or of the poor man who is asked, in effect, to wager upon his own ability. If he loses, he must either admit that he overrated himself or find some basis for blaming the personnel agency for his lack of success. This is, in a sense, true where no fee is charged. But the added financial loss, particularly where it can be ill-afforded, stimulates dissatisfaction and thus impairs public relations.

Other factors, equally undesirable, often operate at the other end of the economic scale. When the position is one of high responsibility, carrying a commensurate salary, a well-qualified potential applicant who has yielded to the persuasion of effective recruitment efforts may well feel affronted when he finds that he must pay a fee before his application will be accepted.

These objections are, in fact, so weighty that filing fees are still exceptional in the United States. However, this is one of the moot questions in public personnel administration and financial pressures and other considerations have, in recent years, led a number of jurisdictions to adopt a fee policy. The situation in this respect in a sample group of jurisdictions is indicated by Table IV. Effort has been made to list most of the more important jurisdictions employing application or examination fees.

In connection with fee administration numerous problems arise. There is, first of all, the question of the type of fee to be

charged. Should it be a flat rate, applicable to all, or some sort of sliding scale arrangement? Best practice inclines to a single fee, for it requires less bookkeeping and is easier to "sell" to the public. Moreover, it is difficult to justify any fee except as a service charge, a fact which invalidates sliding scale arrangements or a flat percentage of entrance salary. The latter

TABLE IV. APPLICATION AND EXAMINATION FEES, 1942

Jurisdiction	Provision	Competitive Examination Fee	When Paid
<i>States</i>			
Alabama.....	Prohibited by statute	—	—
California.....	None	—	—
Colorado.....	Statute	\$1	With application
Connecticut.....	None	—	—
Illinois ^a	Statute	\$.50 to \$3	With application
Indiana.....	None	—	—
Kansas.....	None	—	—
Louisiana.....	Prohibited by statute	—	—
Maine.....	None	—	—
Maryland.....	None	—	—
Massachusetts.....	None	—	—
Michigan.....	None	—	—
Minnesota.....	None	—	—
New Jersey.....	None	—	—
New York ^a	Statute	\$.50 to \$5	With application ^c
Ohio ^b	Statute	\$.50 to \$1 ^d	At examination
Rhode Island.....	None	—	—
Tennessee.....	None	—	—
Wisconsin.....	None	—	—
<i>Cities</i>			
Jefferson County (Birmingham, Ala.)...	Statute	1% of monthly minimum salary; maximum \$1.50	With application ^c
Bridgeport, Conn.....	Rules	\$1 to \$6	Within 5 days of examination
Cincinnati, O.....	Prohibited by charter	—	—
Cleveland, O.....	Rules	\$1	At examination
Detroit, Mich.....	None	—	—
Los Angeles, Calif.....	Charter	\$1	With application
Milwaukee, Wis.....	None	—	—
Minneapolis, Minn.....	None	—	—
New York City, N. Y... ^a		\$.50 to \$5	With application ^c
San Francisco, Calif.....	None	—	—
Seattle, Wash.....	Rules	\$1; laborers exempt	With application

^a Applies also to all cities in the state.

^b Also applies to all cities in the state operating under the state civil service law.

^c Fee is refunded if application is rejected.

^d No fee is charged for positions paying less than \$600 per annum.

also has unfavorable associations with political assessment systems and is based upon false assumptions as to the nature of public employment.

Once a fee system has been established, the question of exemptions will almost surely arise. The safest procedure is to make no exceptions so far as open competitive examinations are concerned. The guiding principle here is uniformity of treatment. It may be legitimate, however, to exempt applicants for promotional examinations and those for the labor service. Such exemptions can be justified in terms of differences in costs, or on social grounds.

In administering a fee system, every person who files should be given a receipt when the fee is paid. If the application is filed in person, it should be reviewed and officially accepted before the fee is collected. When applications are mailed in with an accompanying fee, the fee should be returned immediately if the application is rejected, and such action should be noted in an appropriate space on the form.

Notarization Fees

Where notarization is required, it is common practice for public personnel offices to have employees authorized to take sworn statements. Applications received over the counter are thus usually sworn to on the spot. Such notarization service is almost always rendered free of charge, for two reasons: (1) The amount which could legitimately be charged is so small that it is largely absorbed in the costs of collection. (2) A notarization fee under these circumstances is merely a useless obstacle in the way of prospective applicants.

Miscellaneous Charges

Chief among other charges is that for a medical examination—a service for which it seems reasonable to charge. It is an expensive process, is of direct benefit to the applicant, and it is the type of service for which he would have to pay elsewhere. Many jurisdictions now charge a medical fee of one dollar.

If a personnel agency requires that photographs be submitted,

and is in a position to take pictures for applicants, it would be legitimate to charge a small fee for this. On the whole, however, it is true that the fewer the fees and other artificial barriers to filing, the more positive is the application procedure. Every agency must weigh against the undoubted financial advantages of a fee system the serious disadvantages in terms of discouraging qualified applicants and of disturbing public relations generally. The American public tends to be rather passive in the face of such charges, but it may be irritated by them and is likely to regard them as further evidence of a chronic bureaucratic propensity for red tape.

In the following chapter, discussion of application procedures is continued with particular attention to the pre-examination audit and the problems of acceptance or rejection.

Chapter VI

The Pre-Examination Audit of Applications

IN ITS broader aspects the purpose of the pre-examination audit of applications is to effect the selection of candidates for the more detailed testing processes. In this connection it is necessary (1) to check for the completeness of data on the application form, (2) to ascertain whether the applicant possesses the legal requirements of eligibility for examination, and (3) to determine whether the applicant's qualifications meet minimum entrance qualifications.

All too frequently the pre-examination audit is regarded as a clerical procedure and the term "checking applications" is used to refer to what should be a careful reviewing process. Some agencies are unwilling to face the results of careful analysis of applications for fulfillment of minimum qualification requirements; other agencies without trained examiners miss, at this step in the recruiting process, the opportunity for preliminary selection of applicants with desirable education and experience backgrounds. As a result, the selection of candidates for examination is based simply upon factual information which requires no technical evaluation.

Checking Completeness of Data

The information requested on the application form should, of course, be secured in full. The recruiting agency depends on the blank for identifying the candidate, and enabling it to supply him with notices regarding the disposition of his application and subsequent examination papers. Since the application is frequently a part of the examination proper, the rating on education and experience depends on the information there presented. Finally, the application blank serves, many times, as a nucleus of the personnel record.

Often it is true that information omitted from the application blank—such as the name of the county in which the applicant resides—could be inserted by the person reviewing the application. Such omissions cause additional work for the reviewing agency and give rise to the question of whether the agency should require all information on the blank to come personally from the applicant. General practice seems to indicate that this is the safer plan. Naturally, the reviewing agency can make no assumptions with respect to the personal history of a candidate. As part of the instructions contained in its application blank, the Alabama State Personnel Department warns applicants: "Omissions or inaccuracies will not be interpreted in your favor."

Since the application blank supplies the initial introduction to most potential employees, complete information is necessary not only for selection purposes but also for the personnel record of the individual. The methods of securing such completeness vary considerably. In a few instances, incomplete applications are rejected outright. The Detroit Civil Service Commission follows this practice in general. In other agencies, notably in Cincinnati, the applicant is required to supply the missing information when he appears to take the examination. Normally, however, omissions are detected while the applicant is still at the receiving desk. Both of these procedures are rather unusual and most jurisdictions follow one of two other practices: either the application is marked to show omissions and returned to the applicant, together with a covering form letter, or the applicant is informed by letter of the missing items and his reply is attached to the application blank as a permanent record. The first procedure appears to be the more desirable, since the second leads to the accumulation of unnecessary and bulky papers attached to the application form. Whichever method is used, an important item in the letter is a statement of the time limit for submitting the requested information. Such a statement serves both as a warning to the applicant and as testimony that the reviewing agency has fulfilled its obligation.

Best procedure requires that a card record of each applica-

tion be made immediately on receipt of the blank. The card file facilitates many steps of the recruiting process and is a substitute for the large and bulky application blank. The card should show the name, address, sex, veteran status, position or positions applied for, acceptance or rejection of application and date of notification, examination center, and date of examination. The cards of accepted applicants should also show the date of notification for the various parts of the examination, whether the applicant passed, failed, or did not appear, and the final grade and rank on the eligible register. In some instances, the cards may also be used for entering data relating to certification and appointment. From the standpoint of recruitment, the card may be used to provide a control and check of each step of the examining program. Thus, a notation to the effect that the application has been returned for more correct or additional information can either be removed when the application is returned or another notation can be made regarding its receipt. If the application itself has carried some such notation as "Returned for correction," or "Returned for additional information," it can be checked against the record card, and routed to the reviewer for disposition.

Is the Applicant Legally Eligible for Examination?

The legal requirements for eligibility, defined by the laws and rules of the agency and appearing in the examination announcement, usually relate to conditions of examination, to job requirements, or to conditions of appointment. The advantages or disadvantages of such requirements need not be discussed here. Since they are established by law, it behooves the examining agency to be minutely accurate in their interpretation if it would avoid court action and undesirable publicity. Ordinarily, the requirements cover citizenship, residence, age, and items of personal history, and the nature of the job may give rise to other miscellaneous requirements not defined in the laws and rules but arising from the specifications. Examples of these would be the holding of a special license or the possession of particular tools. Ascertaining information of this sort is usually a clerical

process since the data are of a concrete, factual nature. The rejection of applicants lacking the requirements reduces the number to whom later tests will be applied and is a culling process which decreases the cost of administering written or other tests.

At this stage of the application audit, a question arises concerning the proper handling of papers evidencing the fulfillment of legal requirements. There may be legal restrictions against procuring duplicates of certain varieties of legal evidence, such, for example, as citizenship papers. Whether to demand original papers and be responsible for returning them, or to accept duplicates; whether to file them with the application blanks or separately; when to return them—all these questions are matters of detail which, if recognized and planned for ahead of time, will do much to speed up the reviewing process and facilitate the accomplishment of work within the limits of the schedule.

Does the Applicant Meet Minimum Entrance Qualifications?

This step in the review is without question the one which demands the greatest technical knowledge, and puts the most responsibility on the recruiting agency. Most applicants themselves know whether they meet the *legal* requirements, for these are concisely defined and the recruiting agency has but one rule to follow in reviewing for acceptability on these points—the law. With respect to minimum education and experience qualifications, however, the situation is quite different. There are few completely objective specifications for jobs, which means that, except where a definite measure of the applicant's performance can be obtained, the examiner must use his own judgment, based on all the information he can find which will throw light on the factors contributing to job ability. The extent to which formal education or training prepares a person for the work for which he is applying; the kinds of experience which involve skills like those needed for success in the job; and the extent to which education and experience can be substituted one for the other should be studied and determined

prior to the pre-examination audit, and the decision as to the disposition of applications should be based as objectively as possible on the information then obtained.

EFFECT OF PRE-EXAMINATION AUDIT OF APPLICATIONS

In reviewing the applications with the above purposes in mind, the recruiting agency will find it has considerably reduced the volume of candidates to be examined. Not only does this mean a reduction in the cost of the examining program, but it gives the recruiting agency more time to accomplish effectively the other phases of the selection process. Thus it follows that in an examination which entails personal interviews, more time can be allowed for effective evaluation of personal qualifications than would be possible if many applicants reached this stage of the selection process who were really lacking in the qualifications which can be evaluated without personal contact.

Many poorly qualified candidates apply for a position either because they are unfamiliar with the job requirements or because they are gambling on the possibility that only a limited number of well-qualified people will be interested in filing an application. Their time is saved, as well as the time of the agency, by a pre-examination audit of applications. Rejected applicants may appreciate not being encouraged to expend effort or money in seeking employment they have no chance of getting.

Some individuals will appeal the rejection of their applications, and it is usually less complicated for the recruiting agency to meet such appeals at the stage when the rejection of the application is the only debatable point. Allowed to take the examination, this type of applicant may argue on every item of rating afforded him. It is often less disagreeable and less time-consuming to point out his lack of qualifications upon first encounter and to confront at that point whatever arguments he may present concerning the action taken.

Finally, the pre-examination audit affords an indication of the general caliber of applicants so that, if necessary, efforts may

be made to recruit more or better ones. The administration of rigid minimum requirements cannot, in any event, be arbitrary. It must be recognized that the minimum qualifications contained in a class specification represent only a considered effort to recognize the most typical varieties of education and experience necessary for satisfactory job performance. Therefore, it is important that a good deal of care be exercised in applying such standards, although the review should be as objective as possible. The equitable and uniform disposition of applications will do much to offset whatever arguments may arise concerning the appropriateness of minimum entrance standards.

Because of special circumstances, it may be either desirable or imperative in some instances to dispense with minimum qualifications as a basis for the acceptance or rejection of applications. In Detroit, for example, a long-standing legal opinion prohibits the exercise of administrative discretion in the matter of accepting or rejecting applications. On the other hand, the Minnesota State Civil Service Department has voluntarily substituted "desirable" for "minimum" qualifications and has adopted a policy of accepting all applications. Although perhaps justified in these and certain other instances, such a procedure places an exceptional burden on the examining process and is not normally to be recommended. The careful establishment of realistic minimum qualifications is in line with progressive selection methods.

However valuable the pre-examination audit of applications may be, it takes a great deal of time and, given a considerably larger group of applications to review than anticipated, may result in delaying the actual conduct of the written examination, thus giving rise to an undesirable opportunity for provisional appointments. Such a contingency can normally be avoided by careful planning.

PERSONNEL FOR AUDIT OF APPLICATIONS

Since the audit of applications is both a clerical and technical job, the actual audit calls for both clerical and technical personnel. The first person to handle the applications is usually the

intake clerk who scans them for completeness of data. In many merit system agencies, a number of inquiries are made personally by applicants, and many applications are filed in person rather than by mail. For greatest ultimate efficiency in the selection process, the person who receives those who personally file their applications should be able to see that all the questions on the blank are answered, to answer inquiries about the positions for which the examinations are being given, and to assist the candidates in submitting the information. It is also true that the person who reviews mailed applications for completeness of data must be able not only to see that certain information is missing but also to judge whether that submitted is in useful form.

In the large agencies the fulfillment of legal requirements may be verified by an investigator. The person assigned to this work needs to know the channels for verifying age, residence, court record, veteran status, and other information in any way defined in or covered by the scope of the agency law. In some jurisdictions it is the practice to accept the applicant's statement regarding these matters for purposes of pre-examination audit, investigating at that time only those cases which give rise to serious question.

Few agencies are able to provide a technical staff whose activities in connection with the pre-examination audit are entirely divorced from clerical functions. The personnel examiner, who plans not only the job specification for the examination announcement but the form and various parts of the examination for selection, must necessarily be technically trained for the work. Unquestionably he must have an appreciation of the economic implications of the selection process, of the relationship of the position involved to other positions in the occupational hierarchy, an understanding of job classification, and a knowledge of the method of selection.

Those who are assigned to the evaluation of training and experience should be trained along the same general lines as the personnel examiner, although their working knowledge will necessarily stress training standards and opportunities and oc-

cupational information. Some agencies further the development of such reviewers by supplying them with material about educational institutions in the form of catalogs, college yearbooks, and the like, and with descriptive material about occupations in both the public and private fields. Classification plans and examination announcements of other public recruiting agencies are helpful in obtaining a broader understanding of work in other jurisdictions. The job specifications manuals published by the Occupational Research Program of the United States Employment Service contain perhaps the most dependable descriptive material published about occupations in certain industries. In addition, many books about occupations published for use in the vocational guidance fields are useful.

The technical staff has a place for the person professionally trained in investigation work who can perform the neighborhood investigations to determine whether applicants meet the character qualifications defined in the examination announcement and have had the work experience they claim. The duties of such a person are similar to those of Field Civil Service Examiners in the United States Civil Service Commission, which are as follows:

1. To conduct investigations of applicants for employment or reemployment in the classified civil service.
2. By personal interview of applicants to elicit facts as to age, education, employment history, including scope and type of work performed, financial record and arrest record of applicant, his family record, personal habits, and character and related matters affecting suitability, and sources of information for further investigation regarding applicant's experience and suitability.
3. To conduct investigations by personal interview of applicant's employers, associates, and acquaintances, and by consulting credit bureaus and criminal and other official records to complete information concerning applicant's suitability.
4. To conduct investigations in special cases involving fraud, political activity, claims for disability, or special matters.
5. To conduct oral examinations as required by certain examination announcements.
6. To travel as the Commission's representative in the performance of the foregoing duties and to inspect and instruct local secre-

taries, boards, and raters, and when required, to contact employers, workers, and the press, and civic organizations in aid of recruiting.

7. To prepare full reports, in longhand, by dictation, or on dictaphone cylinders, concerning investigations made, with explanatory comment and recommendations.

THE ACTUAL REVIEW

Clerical Review

It has been noted that the pre-examination audit of applications is both a clerical and a technical process. Grouped among the first of these processes are the opening, sorting, and stamping of mail, preparing the record card, checking the applications for supplementary and personal qualification requirements, and sorting them by position so that they can be reviewed—one position at a time—in an effort to keep the review consistent.

After the procedure of receiving the application has been completed, the record card (described previously) should be prepared. This card should serve at all times as the history of any action taken on the application. It should be possible at any time to get from the cards a count of accepted and rejected applications or applications yet to be reviewed by position, and to know upon which applications action is pending.

Letters often accompany applications, and general rules regulating the handling of mail in the agency might hold for these. The more routine ones can often be answered by form letters; others involving matters of policy may require an answer by a staff member.

Technical Review

For each position for which the review of applications is being made, the fields of acceptable education and experience must be defined in specific terms.¹ Detailed knowledge of the duties of the positions under consideration is essential to this

¹ See the Committee report on Rating Training and Experience in this series. See also Jack H. Pockrass, "Rating Training and Experience in Merit System Selection," *Public Personnel Review*, July 1941, pp. 211-22.

purpose. It may be necessary for reviewers to observe at some length the jobs being performed. It is wise for them to talk with supervisors to get their ideas, and to consult libraries and all other available sources to learn what types of education and experience have proved valuable in the work in other places. The study should be made in enough detail to enable the reviewer to place immediately any particular type of education or experience. For technical or higher-grade positions the educational fields must be scrutinized with equal care. The reviewer should know what a particular college offers in the subject, as well as its general academic standards.

In larger jurisdictions, the reviewers should pool their knowledge and discuss the positions before the review begins, looking over some of the applications to see what types of individuals are responding. Many points can be cleared up at this time. For certain purposes the review will not depend upon the type of experience and education of those who apply, but will follow hard and fast rules. In other cases, the caliber of those applying will determine to a certain extent the levels of acceptability. "Democratic and progressive government does not require that the public service be reserved for inferior talent."² Therefore, if a large number of people with unusually good education and experience apply for a very limited number of jobs, it may be desirable to interpret minimum qualifications for admission to the examination much more rigidly than when the supply of qualified applicants is limited.

The circumstances under which the applicant's education will affect the acceptability of experience must be considered. In certain lines of work, a given type of experience may be acceptable when accompanied by a college degree, whereas the same type of experience accompanied by only a grammar school education would call for rejection.

When the review or the preliminary scanning discloses types of experience not well known to the reviewer, a conscientious effort should be made to secure more information about them. The Chamber of Commerce or industrial reports may help here.

² Don K. Price, *Civil Service in Britain*, Civil Service Assembly, Special Bulletin No. 3, 1937.

If not, visits can be made to appropriate firms or the applicant may be interviewed to learn more about the particular work. It is no reflection on the reviewer that he does not instantly recognize all the jobs that turn up; it is a reflection on him if he does not investigate as much as possible before making a decision.

A table showing education and corresponding experience levels as defined in the examination announcement should be prepared for use in the review. If examinations are being given for a series of positions, the applications are usually reviewed in groups beginning with the lower positions. In the actual audit, the reviewer looks first at the positions applied for and then at the educational record. After determining the highest level of the candidate's educational attainments as applying to the positions involved, he notes on the table the amount of experience required. He then reads through the experience record and marks the experience acceptable for the highest position applied for.³ If this accepted experience adds up to the required length, the application is checked on the face as accepted for the positions involved. If the length of acceptable experience is not sufficient, the application is marked as rejected.⁴

What is involved here is, in fact, a preliminary rating of the candidates' training and experience, even though a more precise rating may be made later as a part of the examining process. The objective evaluation of training and experience has always presented serious problems because of the difficulty of establishing comparable standards in respect to various types of experience and the unusual combinations of education and work experience. None of these can be solved in the abstract, but depend for their resolution upon careful review by qualified examiners or technicians. However, the whole process of re-

³In marking the acceptable experience, it is helpful to set down in the margin in numerals the length of the experience, using the decimal point to distinguish between years and months of experience. Thus 1.6 would denote 1 year and 6 months; .4 would denote 4 months.

⁴Symbols such as E-K or E-L may be used to denote whether the rejection was made on the basis of "kind of experience," or "length of experience." To designate the reason at the time of initial review is almost obligatory when the number of applications is large.

viewing and rating can and should be made more objective. Perhaps the most significant development in this direction is the procedure worked out by the Rhode Island Department of Civil Service for the evaluation of qualifications. It has been comprehensively described elsewhere.⁵

Where there is more than one reviewer, it is advisable that each one look over the accepted applications of the others, or that, through close supervision, the person responsible for the review direct the thinking of individual reviewers along similar channels. Doubtful or unusual cases may be discussed, and in this way the uniformity of the review can be maintained during its entire length. If necessary, previous applications should be looked at later if doubt arises as to how the same type of experience was handled earlier. It is helpful for the reviewer to initial each application so that it can be referred to him for any necessary future action.

Borderline cases must be consistently handled in accordance with administrative policy. The person in charge of the review should decide these, making a permanent record of all matters influencing the decision. This should be attached to the application, since it is sometimes necessary to refer to it in cases of appeal.

ADMINISTRATIVE POLICIES GOVERNING APPLICATION AUDIT

Definite administrative policies governing the audit of applications must be decided upon before the review, or in its early stages, if appeals from applicants and intra-agency disagreements and misunderstandings are to be avoided. Sometimes policies are set forth in the law or in the rules and regulations of the agency. The major questions demanding consideration are touched upon below.

Authority Responsible for Final Decision

Probably of most fundamental importance is the allocation of authority for the final decision on admission or rejection of

⁵ See Rhode Island Department of Civil Service, *Civil Service Notes*, Vol. I, No. 2 (April 1940), pp. 1-10.

applicants. Usually this allocation is specified in the law creating the agency. In the laws of only two jurisdictions covered in the survey is there no designation of authority. In the other laws the authority is placed with the examining official, the chief executive officer, or the board or commission under which the agency operates.

To specify the final authority in the law not only places the responsibility for action, but, what is more important, authorizes it. Location of this responsibility in a board probably represents an attempt to attain composite judgment. However, it is a mistaken notion that a lay board can in all circumstances render technical decisions of this nature. To vest this responsibility in the chief executive officer or chief examiner undoubtedly facilitates action, and, if the person in this office is qualified for his own position, a better approach is assured.

Policy in Handling Borderline Cases

A second administrative policy which calls for settlement early in the application audit is that of handling borderline cases. A rigid application of entrance requirements has both its advantages and its disadvantages. It is presumed that the minimum qualification requirements are as nearly desirable as the techniques of job classification can make them. This fact sometimes produces a situation where the requirement level is higher than the actual, though not the desirable, qualification level of the available supply of candidates, and the whole interpretation of the level of acceptability of experience must be formulated in the light of actual conditions. When a situation of this kind develops, the advisability of adhering strictly to previously determined minimum requirements must be considered. If a lower level of experience is accepted than is ideally desirable, the number of borderline cases will tend to be reduced. Where a high level of experience is desired, the elimination of borderline cases may result in unfavorable public relations and give rise to serious action by pressure groups.

Probably the majority of agencies tend to be liberal in the application of minimum requirement standards, partially to

prevent appeals from applicants who may later have their unfitness proved by criteria more tangible than the unfavorable consideration of the description of their backgrounds. A further reason lies in the very honest realization that minimum qualification requirements for some positions are not altogether valid and hence should not be enforced to a point of possible injustice.

Submission of Additional Information

The extent to which an individual should be allowed to submit information regarding his qualifications subsequent to the initial filing of his application is also a matter of administrative policy. The obvious danger of accepting such later information lies in the fact that not all applicants will be informed of this privilege and may suffer what they feel to be inequitable treatment in the light of the action taken in other cases.

In making its decision on this problem the agency must strive for the extension of equal opportunities to all applicants, and the development of a policy from which no adverse public relations will result. It must realize also that the main objective in permitting the submission of additional information is to enable the agency to get a better insight into the applicants' qualifications.

Some agencies allow applicants to submit information on their qualifications any time before the rating of education and experience has begun. Others, by means of questionnaires or other formal requests, seek such additional data either at the time of the written test or at the time the education and experience are rated. Still others accept this type of additional information upon appeal by the applicant who feels his final average is unfair.

Effect of Acceptance of an Application

Agencies sometimes provide that an applicant who is admitted to an examination is, by this fact, guaranteed at least a passing rating in training and experience. A better practice is to admit tentatively or conditionally all candidates who appear

to possess the necessary qualifications, pending a more precise evaluation. This is better practice for at least two reasons: (1) the last minute flood of applications accompanying any large-scale examining program makes it difficult to deal adequately with all borderline cases in the pre-examination audit; and (2) when it is discovered that a questionable applicant has just squeezed through on the written test, the agency's hands are not tied.

Rejection for Fraud or Misrepresentation

The right of the examining agency to reject an applicant for fraud or misrepresentation is usually included in the legislation governing the agency and warrants little discussion. If examinations are to be administered fairly, all applicants must have equal opportunity to present their qualifications. To prevent the unethical applicant from attaining consideration is to assure the presentation made by the honest applicant of as adequate treatment as possible. Inequities will result unless the authority of the agency in this matter is definitely established.

Right of Appeal from Rejection

It is a premise of democratic government that everyone shall be allowed to present arguments for his own defense before a disinterested tribune. Yet no public personnel agency, realizing the incompleteness of present-day examining techniques and measuring devices, would care to assume the responsibility of deciding whether to accept or reject an application for admission to examination without having before it all available relevant information. The effectiveness of the original reviewing process and staff may often be measured by the number of appeals on rejection and the percentage of cases in which appeal results in a reversal of decision. The right of appeal, therefore, serves to challenge the agency and its staff to use every available technique in reaching the original decision regarding the acceptability of an application, and to establish formal methods for open investigation of its procedures.

NOTIFICATION OF REJECTED APPLICANTS

Form of Notification

Rejected applicants are usually notified by a letter, a card, or a slip which has been detached from the formal application blank. The letter is practical when the number of candidates is small, and it has probably been used longer than the other two methods. The second form, a card, has developed from the use of the penny postal card, on which the notification was typed, to the printed card which carries the formal statement of rejection.⁶ The third type of notification consists of a printed slip detached from the formal application blank, which an applicant has addressed to himself when filling out the blank.⁷

Text of Notice

Whatever the form of the rejection notice the text may run from the very brief formal statement of fact to the enumeration of reasons for which the applicant was deemed ineligible. There appears to be a trend in the latter direction, especially among agencies devoting attention to public relations. To give the applicant the concrete facts in the situation reduces the number of questions which may be raised by those whose applications have received adverse action; and, although the enumeration of facts may be specific, it does not necessarily involve lengthy correspondence.⁸ It is quite possible to state in a few words the only factors upon which rejection can be based. Often it is sufficient to say that the application has been rejected because one or more of the requirements for examination have not been met. Some agencies seem to feel it advisable to refer again to the announced qualification requirements and to inform the applicant of the possibility of consideration for some other type of position, as well as to remind him of the legal limitations upon the

⁶ See Louis J. Kroeger, "Notifying Applicants of Test Results," *Public Personnel Review*, April 1940, pp. 37-40.

⁷ An illustration of this type of form appears as part of the Evanston application form reproduced in the Appendix.

⁸ A sample of a notification form used by the Alabama State Personnel Department is included in the Appendix, p. 200.

agency. These latter explanations can usually be included only in a letter since there is not space for them on either of the other forms. However, this longer form is used advantageously and with some degree of economy by means of a mimeographed form letter.

In any event, it is desirable to make clear in the text of the notice that it is the application, *not* the applicant, that is rejected. In essence, the theme of the communication should be, "Judging from the information contained in your application for this position, we regret that we are unable to accept it, because. . . ." This concept leaves the way open for reconsideration on the basis of additional information, if the policies of the agency include such provisions. More important, however, is the fact that the applicant is not given the feeling that he, personally, is wholly unqualified for a place in the public service.

Time of Notice

The time of notifying rejected applicants varies from agency to agency. In some jurisdictions the notice is sent immediately upon disposition of the application; in others, the notices are mailed in a group at the same time as the admission cards, allowing enough time for rejected applicants to present their appeals before the date of examination. This latter procedure seems more practical and economical. If the rejection notices are sent day by day, the agency will find that it is interrupted over a longer time by applicants seeking further consideration of their qualifications. Also, unless there is a careful record of the disposition of applications, an agency may find that an applicant who has applied for admission to examinations of more than one series may become concerned because he has been accepted for one type of examination and wrongfully rejected for another. Such inconsistencies may sometimes result because of the very natural variation in judgment of reviewers. To withhold rejection notices until the pre-examination audit of applications is completed provides an opportunity for checking the review and prevents injustices.

PROCEDURE FOR NOTIFYING ACCEPTED APPLICANTS

Assignment to Examination Center

If the examinations are to proceed in an orderly fashion, it is important that the agency know in advance how many candidates will appear at each examining center. In jurisdictions that fall into natural geographical sections, the designation of examination centers may depend upon such sections. Or the examination centers may depend on the governmental divisions (county or municipal) which constitute a part of the residence requirements. In large jurisdictions, it is often necessary to consider transportation as well as the examination facilities.

Several agencies provide space on the application blank for the applicant to express his preference as to the locality for the examination, if the centers have already been determined. When it is not possible to accommodate applicants at the place of their preference, they should be given an explanation of why they are asked to report at another place.⁹

Form of Notification

The forms of notification of admission to the examination are in general the same as those described for the rejection notice, the most commonly used being the letter, post card, and detachable slip. Each has various advantages and disadvantages. Although modern practice indicates the use of the detachable slip because it reduces clerical work (since the address is filled out by the applicant at the time the application is submitted), there is a very real question as to whether the slip is as serviceable as a card. While any form of notification can be lost or mutilated, the postcard, because of its size and the very texture of the material, is more likely to be turned in at the time of examination in a condition satisfactory for record purposes than is a letter or a detachable slip, both of which may be more easily torn or crumpled.

⁹ See discussion of this subject, and specimen form for examination center assignment, in Chapter IV.

Text of Notice

Obviously, the notice of admission to the examination must give the date, place, and time. Usually these are separately listed, even though the letter form of notification is used, in a manner to set them off from other parts of the notice and thus bring them sharply to the attention of the applicant. On any form of notice, it is possible to allow space only for the place at which the individual applicant is to appear, although on some cards the agency lists each address at which examinations are given and checks the one to which the individual is to report.

In this connection, it is sometimes necessary to instruct applicants to present, at the examination, certain documents required in connection with citizenship, veterans' preference, and similar matters. While the newer application blanks attempt to secure adequate information from applicants regarding military discharge and citizenship, and while the announcement of examinations usually deals at length with information regarding these questions, every agency must spend time in getting all the information with regard to these topics which it needs in order to carry out the legal requirements relating to them.

The same thing is sometimes true with respect to residence, height, weight, or other qualification requirements for the examination. Ordinarily, supplementary information of this sort is requested from individuals by letter since the agency must have some record to prove that it has attempted to obtain full information from applicants. Where it is feasible, cards may be used, but usually there must be more detailed information for explanation to the applicant than a card statement would permit.

Time of Notice

To send out notices of admission to examination day by day as the pre-examination audit proceeds is to invite the same inconsistencies in the disposition of applications as occur when rejection notices are sent out day by day. If admission notices

are sent out all at once, no applicant can feel that he has been rejected because he has failed to receive an admission card when friends or acquaintances have received theirs. The more often the steps in the process can be blocked within a schedule so that the procedures are completed in sequence, the more effective is the operation of the recruitment program.

HANDLING AND STORING APPLICATIONS PRIOR TO EXAMINATION

Filing Applications

Some agencies temporarily file applications alphabetically, some by examination title, and some by examination center. Alphabetical filing is preferable where the concurrent use of record cards permits rapid ascertainment of each person's application or applications by title, thus permitting easy access to all those for a given position. This method is probably most practical where large numbers of blanks are handled and where a person can apply for more than one position on a single blank. However, unless a record card is used also, the alphabetical file may become unwieldy, since to reach the blanks of applicants for any given position or any given center necessitates handling those for all positions.

If blanks are to be filed by position, there must be separate application blanks for each position. This tends to fill up file space and means that many papers must be handled at the time application blanks are reviewed and rated, since, in order to maintain consistency, examiners must compare the disposition of cases with respect to these two factors. On the other hand, if applicants are permitted to file one application blank for each series of examinations announced, the examiner need handle only three instead of six application blanks in the case of an individual who files for six positions in three series. As previously indicated, however, multiple blanks must be used if the application is also to serve as a work sheet.

To file application blanks by examination center does not seem particularly efficient from any point of view, especially

when the number of applications is large. While it may facilitate the tallying of numbers of applicants to be examined in each center, much cross-indexing and cross-filing are necessary to obtain from the blanks the many types of information they must yield. In the case of examinations for more than one position, the arrangement by examination center slows up the reviewing process, since much time must be spent sorting and arranging the blanks in groups by position if the review is to be made consistently.

The advantages of each of these methods may be retained and their disadvantages minimized if the following standard procedures are adopted:

1. Immediately upon receipt of an application, a master file card is prepared, containing the applicant's name, address, legal residence, the titles of the examinations for which he is filing, and the choice of examination center (if a choice is provided).

2. The master cards are filed alphabetically by applicant and the applications are temporarily grouped according to positions, pending review.

3. When the review has been completed, an appropriate notation (accepted or rejected) is entered on the master card opposite each title for which an application has been submitted.

4. After the review, applications accepted for one or more positions in the series are filed alphabetically by applicant within each examination center.

5. The applications of those who do not meet the requirements for any of the positions for which they apply are filed together in a "reject" file.

When the time comes to tally the count for purposes of preparing examination books, roll calls, and similar material, it is very easy to tabulate the applications accepted. In the meantime the master cards can be used to locate immediately any application in the files, since they show the examination center of each accepted applicant. If the application has been wholly rejected, its location in the "reject" file will be indicated on the master card.

Disposing of Rejected Applications

Rejected applications are usually filed temporarily in alphabetical order by name of applicant in the "reject" file. Ultimately, they may either be transferred to the permanent file of examinations, or they may be destroyed. Some agencies return rejected blanks to the applicants, the action serving as a notice of rejection. However, it appears desirable from an administrative viewpoint to retain rejected applications in the agency's files, in the event that any question should subsequently arise.

If there is machinery for recruitment to future examinations from among those whose qualifications may equip them for some other type of position, the applications may be transferred for active consideration in connection with these future examinations.

Chapter VII

Recruiting for Careers

THE POSITION taken throughout this report is that the future of the American public service depends upon the acceptance of the career principle and the adoption of personnel practices related to it. This means, it seems apparent, that the ultimate goal must be a system of recruitment based solidly on the career idea. Such a system, it has been suggested, would be marked by three major characteristics: (1) Original recruitment would normally be to the bottom rungs of broadly conceived career ladders. (2) Recruitment would normally occur at a relatively early age. (3) The usual method of entry would be related to the appropriate level or variety of education for the particular hierarchy involved.

Under such a system the democratic principle of equality in relation to public employment would be preserved by the establishment of entrance or recruitment points related to all educational levels, by the elaboration of in-service training programs, and by the provision of flexible procedures for transfer and promotion. At the same time, the recruitment system would be directly related to the inescapable demands of an age of technology.

We have realized that the establishment of such a career system of recruitment will be, in most jurisdictions, a tedious process and we have undertaken to outline in this report a set of procedures which look to the ultimate goal at the same time that they recognize the practical exigencies of the existing situation. To that set of procedures and to the general principles underlying them we have given the name "positive recruitment." The jurisdiction which adopts this program will have started on the long road to a real career system. Although the present war era, with its attendant economic dislocations, has produced an abnormal situation in the employment field, the

long-term view requires that it be regarded essentially as a transitory phase of a larger problem. It is to the successful solution of this larger problem that the program set forth in this report is primarily directed.

It may help to underline the program to summarize briefly at this point the assumptions on which it is based. There are two of these. It is assumed, first of all, that the ultimate transition to a career service system depends on the immediate establishment of techniques for attracting and selecting the most highly qualified candidates available. It is assumed, secondly, that the ultimate transition to a career system depends on a high prestige value for public employment.

These are not unrelated, but interlocking, assumptions. They depend directly one on the other. Thus, high prestige is in the first instance a matter of the actual quality of public administration, which depends in turn on that of the personnel engaged. Positive recruitment, therefore, stresses the considered establishment of high preliminary qualifications, the anticipation of and planning for personnel needs, and the use of selective recruiting instruments. At the same time, it is realized that prestige is also a matter of public understanding of the aims and practices of the personnel agency and of the distinctive characteristics of public employment. For that reason stress has been laid upon the acceptance of a positive concept of public relations as an important aspect of anticipatory recruitment.

PRINCIPAL STEPS IN A RECRUITMENT PROGRAM

In the main body of this report we have considered in detail the procedural elements in a program of positive recruitment and the more important techniques involved. For the sake of perspective it may be well to review the principal steps in such a program. In briefest form, these may be said to be (1) planning to meet personnel needs, (2) attracting applicants, and (3) selecting the apparently qualified for admission to competition. The goal toward which each of these is directed is the ultimate selection of the most able candidates available.

It is unnecessary to present at this point a summary of all the

procedures involved in each of these phases. It may be useful, however, to break each step down into its major components. Thus, planning to meet personnel needs involves (1) careful analysis of the potential demands for personnel in established agencies or those likely to be created, (2) the adoption of sound procedures and techniques for forecasting demands of the immediate future, and (3) the development of recruitment plans and schedules based upon such forecasts.

The general principle here is that positive recruitment anticipates demands for personnel, rather than follows them. This, in turn, leads to improved selection by reducing the numbers of provisional or emergency appointments, by enabling the personnel agency to plan its own work and thus to utilize fully its staff resources, and by permitting concentration of recruitment efforts on the most likely candidate sources. We have discussed planning data and procedures in Chapters III and IV of this report.

The attraction of applicants involves two major groups of activities which have been termed *anticipatory* and *direct* recruiting.¹ The aim of anticipatory activities is to enhance the general attractiveness and prestige of the public service with a view to the attraction of candidates at some more or less remote future date. This involves the acceptance of a positive concept of public relations and the adoption of a multilateral approach to recruitment publicity. More specifically, it includes (1) activities directed at the general public and designed to produce favorable attitudes toward public employment in general, and (2) activities directed at selected groups with a view to the gradual creation of reservoirs of highly qualified potential recruits. Such anticipatory activities provide a solid foundation for direct recruitment and ultimately for the establishment of a comprehensive career system.

Direct recruitment, having for its immediate purpose the attraction of a suitable quantity of qualified applicants for scheduled or recurrent examinations, may also be subdivided

¹ J. Donald Kingsley, "Recruitment—The Quest for Competence," *Public Personnel Review*, January 1941, pp. 28-35.

into selective and nonselective direct recruiting. Thus, recruitment to the general nonspecialist classes is of relatively low selectivity in comparison with recruitment to the specialist classes. Under such circumstances, it is probably true that the chief burden of separating the wheat from the chaff must be carried by the examining process, with little assistance at the recruiting level. It has seemed to us that nonselective recruiting, therefore, should be of the extensive variety, relying upon the broadest possible publicity coverage to produce qualified applicants. This is not, perhaps, an ideal solution, but it seems to be one forced for the present, at least, by legal restrictions upon the establishment of preliminary qualifications for run of the mine positions.

Selective direct recruitment, on the other hand, is marked by (1) careful analysis of the most likely sources of qualified recruits, and (2) concentration of publicity and recruiting media upon such sources. Wherever legal rules permit, selective recruitment should be adopted. At present, this is usually possible in connection with the selection of skilled craftsmen, experts, and, in some instances, of candidates for administrative training grades. Methods of attracting candidates, both selective and nonselective, have been discussed in Chapter II.

The third step in positive recruitment, the selection of apparently qualified applicants for admission to competition, involves all the practices associated with application procedure. Broadly considered, these may be listed as follows: (1) construction of an application form designed to secure information upon which to base admission to competition; (2) administration of the application form; (3) audit of applications to determine the presence or absence of desired qualifications; and (4) admission or rejection for competition.

The general principle which should govern application procedure is that it should be so devised as to exclude obviously unqualified persons from competition at the same time that all interested persons possessing the requisite qualifications are assured ample opportunity to apply. This means, on the one hand, that the application should be so constructed and ad-

ministered and the pre-examination audit so conducted that the presence or absence of basic qualifications can be readily determined. It means, on the other hand, that all unnecessary barriers to admission to competition should be eliminated. Thus, it will come about that no well-qualified person will be excluded from competition upon the basis of a petty technicality and that the examining process will not be complicated by the presence of large numbers of unqualified competitors. Application procedures received detailed treatment in Chapters V and VI.

In connection with the preparation of this report the recruitment practices of a number of leading public jurisdictions and private industrial concerns have been examined. As might have been expected, the picture presented was a spotty one. Many of the leading public personnel agencies are engaged in positive recruiting practices at one or another stage in the process. Few, if any, however, have adopted a wholly positive approach. Moreover, the general situation, outside these progressive jurisdictions, is much less satisfactory. Taking the country as a whole, progress away from the negative conceptions of recruitment, which have so long paralyzed public personnel administration, has been slight. In this respect, major changes are long overdue.

More specifically, the principal weaknesses noted in respect to recruitment are the following: (1) a widespread failure to view recruitment problems creatively and imaginatively; (2) arising out of this, a tendency for recruitment procedures to be stereotyped and to correspond to the legal minimum; (3) a striking absence of comprehensive information upon which to base a sound selection program; and (4) a lack of planning and basic research in respect to recruitment. Finally, public personnel agencies are still frequently regarded as being outside the administrative system, and their relations with operating departments are still colored by the outmoded negative conception of civil service as a police function.

Progress in all of these respects has been made in recent years and it may be hoped that it will be more rapid in the future.

Most important of all, perhaps, is a change of attitude on the part of many public personnel administrators—an enlarged conception of their roles—which will result in a positive and creative approach to all of the problems which confront them. We have endeavored in this report to indicate how such a change in attitude may affect recruitment. The program suggested is an interim one which looks to the ultimate goal of a career service system while falling short of it. It is, nevertheless, a practical one for immediate adoption.

Bibliography

GENERAL WORKS AND ARTICLES

BOWEN, W. C. "Recruiting Personnel," in Donald, W. J., ed., *Handbook of Business Administration*. New York: McGraw-Hill, 1931.

The private approach to the problem.

COMMISSION OF INQUIRY ON PUBLIC SERVICE PERSONNEL. *Better Government Personnel*. New York: McGraw-Hill, 1935.

Discusses the bases of a career service system.

COMMISSION OF INQUIRY ON PUBLIC SERVICE PERSONNEL. *Civil Service Abroad*. New York: McGraw-Hill, 1935.

Essays on Great Britain (L. D. White), Canada (Charles H. Bland), France (Walter R. Sharp), Germany (Fritz Morstein Marx), with discussion of recruitment aspects.

FIELD, OLIVER P. *Civil Service Law*. Minneapolis: University of Minnesota Press, 1939.

A comprehensive and scholarly treatment of legal adjudication applied to the body of civil service law, documented by numerous case citations.

FRIEDRICH, CARL J. and others. *Problems of the American Public Service*. New York: McGraw-Hill, 1935.

Includes a discussion by Professor Friedrich of the constitutional bases of recruitment.

GULICK, LUTHER. "Toward a Municipal Career Service," *Public Management*, November 1935, pp. 331-33.

INTERNATIONAL CITY MANAGERS' ASSOCIATION. *A Career Service in Local Government*. Chicago: International City Managers' Association, 1937.

KEWLEY, T. H. "Recruitment in the Public Service, with Special Reference to the New South Wales Public Service," *XVI Public Administration (England)*, October 1938, pp. 443-52.

KINGSLEY, J. DONALD. "Bureaucracy in Britain."

This work, now in press, is a comprehensive and critical account of the recruitment, organization, and operation of the British Civil Service.

KINGSLEY, J. DONALD. "Some Aspects of the American Public Service," XVI *Public Administration* (England), April 1938, pp. 185-98.

General discussion of recruitment and other problems with particular reference to the federal level.

KINGSLEY, J. DONALD. "Recruitment—The Quest for Competence," *Public Personnel Review*, January 1941, pp. 28-35.

MAYERS, LEWIS. *The Federal Service*. Baltimore: Johns Hopkins Press, 1922.

A pioneering work now somewhat out of date. Extensive treatment of recruitment problems.

MERIAM, LEWIS. *Public Personnel Problems from the Standpoint of the Operating Officer*. Washington: The Brookings Institution, 1938. Chapter XIII.

MONTREAL JUNIOR BOARD OF TRADE. *Report of the Committee on the Civil Service in Canada*. Montreal, 1938.

A comparative survey of Canadian and United States experience.

MOORE, HERBERT. *Psychology for Business and Industry*. New York: McGraw-Hill, 1939.

A standard work.

MOSHER, WILLIAM E. and KINGSLEY, J. DONALD. *Public Personnel Administration*. Second edition. New York: Harper and Brothers, 1941.

A standard work in the field, devoting considerable attention to problems of selection. See especially Chapter VII.

POLLOCK, JAMES K. and BOERNER, ALFRED V., JR. *The German Civil Service Act*. Chicago: Civil Service Assembly, 1938.

PRICE, DON K. *Civil Service in Britain*. Civil Service Assembly, Special Bulletin No. 3. Chicago, 1937.

SHARP, WALTER R. *The French Civil Service*. New York: Macmillan, 1931.

The standard work on the subject. Considerable attention to problems of recruitment.

STOUT, HIRAM M. *Civil Service in Great Britain*. Chapel Hill: University of North Carolina, 1937.

A readable and reliable account, particularly of the Administrative Class.

WHITE, LEONARD D. *Government Career Service*. Chicago: University of Chicago Press, 1935.

WHITE, LEONARD D. *Introduction to the Study of Public Administration*. New York: Macmillan, 1939.

A thorough-going revision of a standard work. Excellent sections on recruitment and selection. Chapters XIX and XX.

WILLMERDING, LUCIUS, JR. *Problems of the American Public Service*. New York: McGraw-Hill, 1935.

Monograph 12 of the series published by the Commission of Inquiry on Public Service Personnel. Unorthodox and suggestive. Chapter V is particularly pertinent.

SPECIALIZED WORKS AND ARTICLES

ALISON, E. LUCILLE. "The Selection of Public Personnel in the United States." (Unpublished thesis for M. A. degree, Stanford University.)

BROWNRIGG, WILLIAM, and KROEGER, LOUIS J. *Toward Effective Recruiting: A Method for Notifying Applicants of Scheduled Examinations*. Civil Service Assembly, Pamphlet No. 7. Chicago, 1937.

Describes the California system dealt with in detail in the text of this report.

CIVIL SERVICE ASSEMBLY OF THE UNITED STATES AND CANADA. *University Training for the Public Service*. Pamphlet No. 12. Chicago, 1938.

COOPER, RICHARD W. "Public Information and the Civil Service Agency." (Master's thesis, Department of Political Science, University of California, May 1939.)

An excellent discussion of public relations with particular reference to California experience.

CORNELL, HERBERT. "Recent Court Decisions Affecting Civil Service Administration," in *Proceedings*, Thirtieth Annual Meeting, Civil Service Assembly of the United States and Canada, 1938, pp. 77-85.

Discusses a number of cases bearing on recruitment.

GRADY, JAMES F. and HALL, MILTON. *Writing Effective Government Letters*. Washington: Employee Training Publications, 1939.

KINSEY, DON J. "Training Employees in Public Relations," *Public Management*, June 1938, pp. 171-74.

Lists personal attributes necessary for public relations work and discusses training in this area.

MAJOEWSKY, WALTER V. "Maximum Age Limits at the Time of Employment," *Public Personnel Studies*, May 1930, pp. 67-72.

A summary of the arguments pro and con.

MILLS, LENNOX A. "Methods of Appointment and Training in the British and Dutch Colonial Civil Services," *American Political Science Review*, June 1939, pp. 465-72.

REED, THOMAS H. "Universities and the Public Service," *The Annals of the American Academy of Political and Social Science*, September 1933, pp. 144-52.

RUSSELL, WINSLOW, and COPE, GERTRUDE V. "A Method of Rating the History and Achievements of Applicants for Positions," *Public Personnel Studies*, July 1925, pp. 202-09.

Presents an ingenious method of determining the validity and significance of items on the application blank.

SAYRE, WALLACE S. and MANDELL, MILTON. *Education and the Civil Service in New York City*. Washington: Office of Education, Department of Interior, 1938.

A thorough-going and stimulating study of the relation between recruitment and education in New York City.

STAHL, O. G. "Training Career Public Servants for the City of New York." (Doctoral dissertation, New York University, 1936.) Chapter VII.

- STONE, DONALD C. *Recruitment of Policemen*. Chicago: International Association of Chiefs of Police, 1938.
- STRONG, R. A. "Attracting Superior Applicants," Compensator Broadcast, Bureau of Unemployment Compensation, Columbus, Ohio, April 1939, p. 10.
- TELFORD, FRED. "Announcing and Advertising Tests for Positions in the Public Service," *Public Personnel Studies*, April 1927, p. 72.
An early discussion of the subject.
- WHITE, LEONARD D. *The Prestige Value of Public Employment in Chicago*. Chicago: University of Chicago Press, 1929.
- WHITE, LEONARD D. *Further Contributions to the Prestige Value of Public Employment*. Chicago: University of Chicago Press, 1932.
Pioneering studies of this important aspect.
- WITMER, LOUIS R. and SHEDDAN, BOYD R. "Civil Service Standards," *Personnel Journal*, May 1938, pp. 16-20.
Discussion of recruiting for social work positions.

OFFICIAL PUBLICATIONS AND REPORTS

- KELLY, CLARE V. "Comments on an Application," *Employment Service News*, March 1937, pp. 9-10.
- ORDWAY, SAMUEL H., JR. *Discussion of Problems of Recruitment and Examination in the Federal Service, etc., before the President's Committee on Extension and Improvement of the Merit System*. Washington, February 1939.
A comprehensive and stimulating discussion of the broad bases of recruitment applicable to other jurisdictions as well.
- PRESIDENT'S COMMITTEE ON ADMINISTRATIVE MANAGEMENT. *Administrative Management in the United States*. Washington, 1937. Also published by the same committee: *Studies in Administrative Management in the Government of the United States*.

PRESIDENT'S COMMITTEE ON CIVIL SERVICE IMPROVEMENT
(Reed). *Report*. 77th Cong., 1st sess., H. Doc. 118, 1941.

An important contribution to the literature of public personnel administration at the federal level.

PROCEDURES SECTION, DIVISION OF STANDARDS AND RESEARCH,
UNITED STATES EMPLOYMENT SERVICE. "Use of Applicant References in Public Employment Offices," *Employment Service News*, April 1938, pp. 5-9.

In addition to the articles and books cited above, the following contain discussions of aspects of the recruitment problem:

CALIFORNIA STATE PERSONNEL BOARD, *Annual Report*, 1937.

CIVIL SERVICE ASSEMBLY, *Proceedings* (especially 1934-1935).

CIVIL SERVICE ASSEMBLY, *Proceedings, Eastern Regional Conference* (especially 1931, 1932).

LOS ANGELES COUNTY CIVIL SERVICE COMMISSION, *Annual Report*, 1937-1938.

NEW YORK CITY CIVIL SERVICE COMMISSION, 41st 53rd, 54th
Annual Report.

UNITED STATES CIVIL SERVICE COMMISSION, 45th, 46th, 47th,
48th, 55th *Annual Report*.

The last is particularly interesting for its discussion of educational prerequisites.

APPENDICES

News Release

For Immediate Use

From: MISSOURI MERIT SYSTEM COUNCIL

Jefferson City, Missouri

JOBS OPEN UNDER MERIT SYSTEM

Jefferson City, Mo., May .—A number of good jobs, offering opportunity for rapid advancement with the Social Security Commission and the Unemployment Compensation Commission, are to be filled by examinations which will be given by the Missouri Merit System Council in the near future, according to an announcement by William H. Bartley, Chairman of the Council.

Openings and monthly salary ranges include: Junior Employment Security Deputy, \$125 to \$145; Senior Typist, \$90 to \$110; Junior Clerk, \$85 to \$105; Visitor, \$75 to \$160; and Under Stenographer, \$50 to \$95. All positions re-

quire a high school education or its equivalent, and that of Visitor for the Social Security Commission requires at least two years of college work.

Mr. Bartley urges that all qualified residents apply for entrance to the examinations and gain a place on the job register, whether or not they are interested in immediate placement. Applications for entrance to the examination must be made to the Council not later than June 21, and for the convenience of the residents of _____ County

the _____ prints below an application form which should be filled out and mailed to William G. Colman, Merit System Supervisor, 310 East Capitol Ave., Jefferson City, Missouri.

WILLIAM G. COLMAN
Merit System Supervisor
310 East Capitol Avenue
Jefferson City, Missouri

REQUEST FOR APPLICATION BLANK

Please send me application blank for one or more of the positions to be filled by the Missouri Merit System Council.

Application
to be returned
not later than
June 21, 1941

Name _____

Street Address _____

Town and State _____

FIGURE 1. NEWS RELEASE
(MISSOURI MERIT SYSTEM COUNCIL)

EMPLOYMENT OPPORTUNITIES

Department of **CIVIL SERVICE** *State of Kansas*

801 HARRISON



TOPEKA, KANSAS

ANNOUNCES MERIT EXAMINATIONS FOR

GRAIN WEIGHER I

Salary Range - \$90 to \$115

GRAIN SAMPLER I

Salary Range - \$90 to \$115

GRAIN WEIGHER II

Salary Range - \$100 to \$125

GRAIN SAMPLER II

Salary Range - \$100 to \$125

Purpose:

To establish employment lists for filling all sampler and weigher positions in the Kansas Grain Inspection Department, and for filling such vacancies as may occur in the future. The Civil Service Act requires each employee now in one of these positions to take this examination if he wishes to be eligible for re-appointment. Employees appointed since June 1, 1941, are holding their positions temporarily, and these positions will be filled permanently by certification in rank order of persons on employment lists established by these examinations.

How to Apply:

Applications must be made on formal application blanks (Form C. S. 103), which may be obtained by writing or calling the Department of Civil Service, 801 Harrison, Topeka, Kansas. Phone 2-5360. Separate applications must be filed for each position listed. Application must be filed with the Department of Civil Service, by 5:00 p.m., April 30, 1942.

Time and Place of Examinations:

The examinations will be held at a time to be announced later in as many different locations throughout the state as the number of applicants requires.

Residence:

Candidates must be citizens of the United States and residents of the State of Kansas for two years immediately preceding the date of the examination.

Salary:

Salary ranges indicated above are tentative until formal pay plans have been adopted. The minimum of the indicated range will be paid as the beginning salary.

LAST DATE FOR APPLYING APRIL 30, 1942

(See reverse side)

FIGURE 2. EXAMINATION ANNOUNCEMENT
(STATE OF KANSAS)

DESCRIPTION OF THE WORK

Grain Weigher I: Work involves responsibility for weighing and supervising the weighing of grain in terminal elevators, in transit, from cars to elevators and elevators to cars. It includes checking on weighing equipment and noting general condition of equipment hauling grain to determine possibility of loss through leakage. The work requires a general knowledge of grain elevator operation; the methods and practices relating to shipping of grain; familiarity with track and hopper scales; the ability to make simple clerical reports; and good physical condition.

Grain Weigher II: In addition to performing weighing duties as indicated above, the work involves supervising groups of weighers; planning and assigning their work to them. Work also includes responsibility for training new men in methods and procedures of the department.

Grain Sampler I: This work involves responsibility for obtaining, by standardized methods, samples of grain from railroad cars, trucks, bins and barges, and for observing and recording conditions which may affect quantity and quality of grain in transit. Work may also include some grain weighing functions. This is a very strenuous type of employment and requires good physical condition and ability to work out-of-doors under varying weather conditions. It also requires good eyesight and sense of smell, knowledge of railroad and grain elevator operation, and the ability to make reports and keep simple records.

Grain Sampler II: In addition to performing sampling duties as indicated above, the work involves supervising groups of samplers, planning and assigning their work to them. It also requires making detailed reports of samples taken by samplers under supervision. Work also includes responsibility for training new men in sampling methods used by department.

DESIRABLE PREPARATION FOR WORK

Grain Weigher I: Education equivalent to graduation from a standard four-year high school, and some experience in handling of grain.

Grain Weigher II: Education equivalent to graduation from a standard four-year high school, and several years experience in grain weighing with track and hopper scales.

Grain Sampler I: Education equivalent to graduation from a standard four-year high school, and some experience in handling of grain.

Grain Sampler II: Education equivalent to graduation from a standard four-year high school, and considerable experience in grain sampling.

WEIGHTS AND PARTS OF EXAMINATIONS

The examination will consist of two parts - a written test and a rating of experience and training. The written test will be designed to measure candidate's knowledge of practices in the handling, shipping, sampling and weighing of grain, and his ability to perform required clerical duties. The rating of experience and training will take into consideration all the experience and training candidate has had which is pertinent to the field of work. The following weights will be assigned to the separate parts of each examination:

Written test	80%	Rating of Experience and Training	20%
--------------	-----	-----------------------------------	-----

Only those candidates receiving a passing grade of 70 on the written test will be rated on their experience and training.

NO SAMPLE QUESTIONS ARE AVAILABLE

FIGURE 2. (Reverse)

PERSONNEL OFFICERS NEEDED

\$2,600 to \$6,500

An Opportunity To Make Your Record Available
For Consideration for Civilian War Service

POSITIONS TO BE FILLED: Personnel Officer, \$4,600 to \$6,500;
Personnel Assistant, \$2,600 to \$3,800

Issued July 7, 1942

Forms: 8 or 57/4007-ABC

No. 243 (Unassembled)

I. Duties.

To work on problems of personnel administration in one or more of the special fields of position classification, recruitment, placement, training, or employee relations, or to have charge of personnel administration in the central office or in a regional or district office of a Federal agency. The duties and responsibilities will vary and be commensurate with the position to which appointment is made.

II. Minimum Qualifications.

A. *Experience:* For the \$2,600 grade, at least 6 years of progressive experience in a personnel office or in an administrative office responsible for personnel functions, are required. Undergraduate and graduate education in a college or university of recognized standing may be substituted, year for year, for the experience up to a maximum of 5 years. Experience limited to routine interviewing, advisory service to individuals, clerical work, or supervision of clerical work and record keeping will be accepted as qualifying for not more than the first 3 years of the required 6 years of experience. In every case 1 year of qualifying experience, above that of routine clerical, in personnel or management work, must be shown for the \$2,600 grade.

For all positions above the \$2,600 grade, applicants, in addition to meeting the requirements specified in the paragraph immediately above, must have had successful, full-time, paid experience in a regularly constituted personnel agency of a commercial or industrial concern, or of a Federal, State, or local government, using modern techniques and conducting a comprehensive program of personnel administration; or in a responsible executive or administrative position in industry or in government, with a record of systematic and successful employee selection, training, supervision, and leadership. For any grade at least 1 year of the qualifying experience must have been acquired in a position in which the duties and responsibilities were commensurate with the grade of the position for which the applicant is considered.

B. *Nonqualifying Experience:* Except as indicated above, experience limited to routine interviewing, advisory service to individuals, clerical work, or supervision of clerical work and record keeping, will not be accepted as qualifying. The executive or administrative experience required above will not be accepted unless it is conclusively shown that the applicant conducted a comprehensive program of personnel supervision and management within his organization.

III. Location of Positions.

Washington, D. C., and all parts of the United States.

IV. Salaries.

Most of the positions will pay \$2,600, \$3,200, and \$3,800 a year; only a few will be filled at \$4,600, \$5,600, and \$6,500 a year.

Caution: Be sure to indicate the lowest salary you are willing to accept.

**See Other Side of This Sheet for General Information and
Instructions on How to Apply**

NOTE.—Persons who have been rated eligible as Executive or Administrative Officer under Announcement No. 100 of 1941, or as Personnel Assistant under Announcement No. 176 of 1941, or who have filed application under Recruiting Circular 52, need not file application under this announcement since their applications will be considered for the positions listed above.

Persons who received eligible ratings under Announcement Nos. 100 or 176 are urged to file supplemental statements of their subsequent experience. Such statements cannot be acknowledged, but will be combined with the original applications for the benefit of appointing officers. The statements should include information as to availability in terms of minimum acceptable salary and geographical location.

248-1

(OVER)

FIGURE 3. EXAMINATION ANNOUNCEMENT
(UNITED STATES CIVIL SERVICE COMMISSION)

GENERAL INFORMATION

1. Applications will be accepted until the needs of the service have been met. If an excessive number is received, only a number sufficient to meet the needs of the service will be examined in the order of receipt thereof.

2. Applicants must be citizens of or owe allegiance to the United States. Foreign-born applicants must furnish proof of citizenship.

3. Applicants must be physically capable of performing the duties of the position and be free from such defects or diseases as would constitute employment hazards to themselves or danger to their fellow employees.

4. No written test is required. Applicants' qualifications will be judged from a review of sworn statements as to their experience, education, and training, and on corroborative evidence secured by the Commission.

5. Appointments will be known as War Service appointments. Such appointments generally will be for the duration of the War and in no case will extend more than 6 months beyond the end of the War.

6. All salaries are subject to a 5 percent deduction for retirement purposes.

HOW TO APPLY

1. Applicants must file the following forms with the United States Civil Service Commission at Washington, D. C.:

a. Application Form 8 or Application Form 57. **NOTE.**—To be eligible for appointment in the apportioned service, applicants must: (1) Have the Officer's Certificate of Residence executed, if Form 8 is filed, or (2) file Residence Form 12, properly executed, if Application Form 57 is filed.

b. Application Card, Form 4007-ABC.

c. Form 14 and proof of honorable discharge, if applicants desire their records of service in the armed forces to be considered.

2. The necessary forms may be obtained from the *Secretary, Board of United States Civil Service Examiners* at any first- or second-class post office, except in district headquarters' cities, listed below, where the forms must be obtained from the United States Civil Service District Office. The forms may also be obtained from the United States Civil Service Commission, Washington, D. C. The title of the examination desired should be stated.

Atlanta, Ga., New Post Office Building.
Boston, Mass., Post Office and Courthouse Building.
Chicago, Ill., New Post Office Building.
Cincinnati, Ohio, Post Office and Courthouse.
Denver, Colo., New Customhouse.
New Orleans, La., Customhouse.
New York, N. Y., Federal Building, Christopher Street.
Philadelphia, Pa., Customhouse, Second and Chestnut Streets.
Seattle, Wash., Post Office Building.
St. Louis, Mo., New Federal Building.
St. Paul, Minn., Post Office and Customhouse.
San Francisco, Calif., Federal Office Building.
Honolulu, T. H., Federal Building.
Balboa Heights, C. Z., Secretary, Board of United States Civil Service Examiners.
San Juan, P. R., Chairman, Puerto Rican Civil Service Commission.

FIGURE 3. (Reverse)



County of San Diego
Department of
Civil Service and Personnel
ROOM No. 212 CIVIC CENTER SAN DIEGO



JUNIOR ENGINEERING AID

EXAMINATION NO. 520

CLASS 8-1-A

JANUARY 30, 1942

AGE LIMITS: APPLICANTS MUST BE AT LEAST 18 YEARS OF AGE.

ENTRANCE SALARY: \$135.00 PER MONTH (SUBJECT TO DEDUCTION FOR RETIREMENT FUND. SUBJECT TO REVISION AT ANY TIME.)

DEFINITION: UNDER IMMEDIATE SUPERVISION, TO DO SIMPLE SURVEY AND CONSTRUCTION; WORK REQUIRING SOME SKILL AND TECHNICAL KNOWLEDGE FOR ITS SUCCESSFUL PERFORMANCE; AND TO DO OTHER WORK AS REQUIRED.

TYPICAL TASKS: WORKING AS RODMAN OR CHAINMAN ON ROAD LOCATION AND CONSTRUCTION; READING TARGETS; MAKING SIMPLE SURVEY OR CONSTRUCTION NOTES; DOING SIMPLE LEVEL WORK; PLATTING AND COMPUTING CROSS-SECTIONS; KNOWLEDGE OF MASS DIAGRAMS; DOING SIMPLE DRAFTING; MAKING ARITHMETICAL COMPUTATIONS.

MINIMUM REQUIREMENTS: EITHER (1) EDUCATION EQUIVALENT TO TWO YEARS IN A COLLEGE OR UNIVERSITY OF STANDARD GRADE WITH COURSES IN SURVEYING; OR (2) EDUCATION EQUIVALENT TO THAT REPRESENTED BY COMPLETION OF THE TWELFTH GRADE, AND ONE YEAR OF EXPERIENCE ON A SURVEY PARTY OR ON ENGINEERING CONSTRUCTION WORK; OR (3) SOME OTHER EQUIVALENT COMBINATION OF EDUCATION AND EXPERIENCE; THOROUGH KNOWLEDGE OF METHODS USED TO MEASURE DISTANCE WITH TAPES AND PLUMB-BOBS, TO OBTAIN ACCURATE ROD READINGS, AND TO ACCURATELY SET CENTER-LINE, SLOPE AND CONSTRUCTION STAKES; ABILITY TO GET ALONG WELL WITH OTHERS; ABILITY TO UNDERSTAND AND CARRY OUT ORAL INSTRUCTIONS; ABILITY TO DO ORDINARY ARITHMETICAL COMPUTING NEATLY AND ACCURATELY; GOOD HEALTH AND FREEDOM FROM DISABLING DEFECTS.

THE EXAMINATION

APPLICATIONS MUST BE FILED BY FEBRUARY 13, 1942

THE EXAMINATION WILL BE HELD ON FEBRUARY 20, 1942

THE PURPOSE OF THE EXAMINATION IS TO FILL TEMPORARY AND PERMANENT VACANCIES

THE EXAMINATION WILL BE AS FOLLOWS:

	REQUIRED RATINGS	RELATIVE WEIGHTS
1. PRACTICAL WRITTEN TEST OF (A) KNOWLEDGE OF SURVEYING PROCEDURE AND EQUIPMENT; ELEMENTARY PLANE TRIGONOMETRY AND ITS APPLICATION TO ENGINEERING; DRAFTING METHODS AND EQUIPMENT; (B) ABILITY TO DO SIMPLE DRAFTING; TO DO OFFICE AND FIELD ENGINEERING WORK; FOLLOW ORAL AND WRITTEN DIRECTIONS	70%	6
2. APPRAISAL OF EDUCATION, EXPERIENCE AND PERSONAL FITNESS BASED ON INVESTIGATION AND/OR PERSONAL INTERVIEW	70%	<u>4</u> 10

APPLICATION FORMS ARE OBTAINABLE AT ROOM 212, CIVIC CENTER, SAN DIEGO, CALIFORNIA, AND MUST BE RETURNED IN PERSON FOR ACKNOWLEDGMENT AND FILING, PROVIDING, HOWEVER, THAT APPLICANTS LIVING OUTSIDE THE LIMITS OF SAN DIEGO COUNTY MAY HAVE THEIR SIGNATURES ATTESTED BEFORE A NOTARY PUBLIC AND FILE THEIR APPLICATIONS BY MAIL. APPLICATIONS WILL BE ACCEPTED ONLY IF APPLICANTS CLEARLY INDICATE THEREON THAT THEY POSSESS THE MINIMUM EDUCATION AND EXPERIENCE AS SET FORTH ON THIS BULLETIN.

APPLICANTS MUST BE CITIZENS OF THE UNITED STATES AND RESIDENTS OF THE STATE OF CALIFORNIA FOR ONE YEAR IMMEDIATELY PRECEDING THE EXAMINATION. APPLICANTS CLAIMING VETERAN'S PREFERENCE MUST SUBMIT THEIR HONORABLE DISCHARGES AT TIME OF FILING APPLICATIONS. FINGERPRINTING AND AN OATH OF ALLEGIANCE TO THE UNITED STATES OF AMERICA AND TO THE STATE OF CALIFORNIA WILL BE REQUIRED OF ALL CANDIDATES. SUCCESSFUL CANDIDATES MAY BE REQUIRED TO TAKE A MEDICAL EXAMINATION AT TIME OF APPOINTMENT.

DEPARTMENT OF CIVIL SERVICE & PERSONNEL

FIGURE 4. EXAMINATION ANNOUNCEMENT
(SAN DIEGO COUNTY, CALIFORNIA)

MALE MESSENGERS WANTED

SAN DIEGO CITY CIVIL SERVICE

Examination #1021

MESSENGER (Male)

Open Examination

THE POSITION

Salary: \$67.00 to \$90.00 a month.

Appointment: One appointment to be made for full time work.

Purpose of Examination: To fill an existing vacancy.

Description: Under supervision to maintain regular inter-departmental mail and parcel service in accordance with a prescribed schedule, and to do other work as required.

PRELIMINARY REQUIREMENTS

Residence: Applicants must have been residents of the City of San Diego for at least one year immediately preceding the date of written tests, and must be United States citizens.

Registration as Voter: Applicants must be registered voters of the City of San Diego if 21 years of age or over.

Preferred Age Range: 18 to 25 years. Waiver of age limits shall be at the discretion of the Commission.

Possession of Motor Vehicle Operator's License of the State of California.

THE EXAMINATION

Unassembled examination for which applications will be taken until a sufficient number of applicants have qualified.

Scope of Examination: Qualifying capacity for learning test, knowledge of City geography, ability to follow oral and written directions, and oral interview.

INSTRUCTIONS FOR FILLING OUT YOUR APPLICATION BLANK

- (1) Follow the directions exactly as given on the application blank.
- (2) Answers to questions must be in ink in your own handwriting.
- (3) In the space for Title of Examination, write MESSENGER (Male).
- (4) Be sure to fill out section 5 of the application blank. If you have ever been arrested or given a traffic citation, indicate it, regardless of how trivial it may seem.

INSTRUCTIONS FOR SUBMITTING YOUR APPLICATION

Applications must be returned in person to the office of the Commission.

SECURE OFFICIAL APPLICATION BLANKS at the office of the City Civil Service Commission Room 453, City and County Administration Building, 1600 Pacific Highway, San Diego.

January 5, 1941

Russel T. Bailey
Personnel Director

FIGURE 5. EXAMINATION ANNOUNCEMENT
(SAN DIEGO CITY, CALIFORNIA)

NOTICE OF EXAMINATION

Public notice is hereby given that the following examination will be held as shown below for the purpose of establishing a register of eligibles for employment in the Classified Civil Service of the City of St. Paul.

June 27, 1942

JUNIOR CLERK-STENOGRAPHER

PRESENT SALARY LIMITS: \$92.95 to \$122.95 a month.

(2600)
(Grade 4-C)

MINIMUM ENTRANCE REQUIREMENTS: One year of high school (or six months' business course) and one year's clerical, typing or stenographic experience.

DUTIES OF POSITION: Under supervision, to perform simple routine clerical work, and to record and transcribe dictation of simple non-technical matter; and to perform related work as assigned.

ADVANTAGES AND BENEFITS: Opportunities for promotion of qualified employees; security of tenure; liberal provision for paid vacations and sick leaves; retirement system; etc.

This EXAMINATION will consist of the following subjects and weights:

<u>DIRECT EXAMINATION</u>	
Subjects	(Weights)
*1. Stenography	4
*2. Typewriting	3
*3. Clerical test	3
<hr/>	
FINAL AVERAGE for original entrants	10

*A minimum average rating of 75% is required in each of Subjects 1, 2, and 3.

TYPEWRITERS: Candidates must furnish their own typewriters. Machines must have an identification tag securely attached.

LAST DAY FOR FILING: Applications for this examination must be filed in the Civil Service Bureau not later than 12:00 noon on Saturday, June 20.

TIME AND PLACE: This examination will begin promptly at 9:00 a.m. on Saturday, June 27, and will be held at the Mechanic Arts High School, Central Ave. and Robert St.

RESIDENCE, AGE AND CITIZENSHIP: Unless otherwise specially mentioned in this announcement only those who are under 35 years of age (unless already in the employ of the City) and who have been legal residents of St. Paul for at least six months next preceding the date of the examination are eligible as candidates. Applicants must be citizens of the United States or honorably discharged soldiers or sailors of the United States Army or Navy. Applicants of voting age must be registered voters.

EDUCATION AND EXPERIENCE: Each year of additional qualifying experience may be accepted as a substitute for each year of education lacking. Approved special training or education may be accepted as a substitute for each year of experience lacking, up to 50% of the required experience.

MEDICAL TEST: Applicants must pass a qualifying medical test at or prior to the time of appointment.

VETERAN PREFERENCE: Applicants who claim preference under the provisions of the State Soldiers' Preference Act must file in the Civil Service Bureau a copy (on form furnished by Bureau) of their honorable discharge and should present such copy, with the original discharge paper, on or before the date of the examination for the position for which preference is claimed. A separate claim must be filed for each position applied for.

PROMOTION: Candidates eligible under Sec. 34 of the C. S. rules who fail to attain an average rating of 75% in the DIRECT EXAMINATION will be considered as having failed. For those who attain 75% or more in the DIRECT EXAMINATION, the final average will be computed as follows: Direct examination, Wt. 4; Service rating, Wt. 5; Seniority, Wt. 1.

ELIGIBLE LIST: The eligible list resulting from an examination remains in force for one year and may be extended for not to exceed one additional year.

For APPLICATION BLANK and further information, call at the Civil Service Bureau, Room 265, City Hall, St. Paul, Minn.

H. F. GOODRICH, Civil Service Commissioner,

J. B. PROBST, Chief Examiner.

FIGURE 6. EXAMINATION ANNOUNCEMENT
(ST. PAUL, MINNESOTA)

COMMISSIONERS

SYLVESTER W. KOSZEWSKI, PRESIDENT
WM. H. WARD, VICE PRESIDENT
MRS. JOHN WM. GROSS
HERBERT A. BRAUN
THOMAS KATTNIS

DAVID V. JENNINGS
CHIEF EXAMINER

MILWAUKEE COUNTY
CIVIL SERVICE COMMISSION
ROOM 206, COURTHOUSE

MILWAUKEE, WIS.,

Dear Sir:

Recently this commission wrote to you requesting assistance in contacting qualified persons who may be interested in a position of Superintendent and Medical Director for the Milwaukee County Asylum for Chronic Insane. During the time limit for filing applications in this examination so few filed, that another examination has been called, which extends the time limit for receiving such applications until June 12th, 1937.

May we appeal to you for your suggestions and assistance in aiding us in finding candidates for this important administrative and professional post in the county's service? It is our opinion that this position offers a real opportunity, not only for administration, but also for doing a constructive piece of work among the so-called chronic type of mental patients. This institution has an excellent accredited occupational therapy department, and the county's general medical and surgical hospital located nearby, together with the pathological laboratory available to all its institutions for medical, surgical, and laboratory service, presents a real opportunity for the proper person equipped to contribute to the field of mental therapy.

It is our sincere hope and objective to bring to this position the constructive type of professional administrator who will be in a position to develop something besides custodial care for persons entrusted to his care, and will view such persons as "patients" rather than as "inmates."

We enclose a few announcements which we are asking you to send to persons who may be interested or qualified. Whatever assistance you may be able to render us will be more than appreciated, and will, I am sure, be an opportunity to render a real service to this large section of medical service that has been regarded with more or less apathy.

Very truly yours,

MILWAUKEE COUNTY CIVIL SERVICE COMMISSION

(Signed) David V. Jennings

Chief Examiner

DVJ:MB

FIGURE 7. SPECIAL RECRUITMENT LETTER
(MILWAUKEE COUNTY, WISCONSIN)

STATE OF MINNESOTA
CIVIL SERVICE DEPARTMENT
REQUEST FOR EXAMINATION ANNOUNCEMENTS

CIRCLE HIGHEST GRADE COMPLETED: 1-2-3-4-5-6-7-8-9-10-11-12
POST GRADUATE-CORRESPONDENCE-BUSINESS-OR OTHER-DEGREE: 1-2-3-4-5-6

NAME: _____
COLLEGE: _____
DEGREE: _____

YEAR OF BIRTH: _____
MONTHS: _____
DAYS: _____

SEX: _____
MALE _____ FEMALE _____

PHONE NUMBER: _____
STREET: _____
CITY: _____
STATE: _____
ZIP: _____

DATE OF BIRTH: _____
DAY: _____ MONTH: _____ YEAR: _____

NO. OF YEARS: _____
PREVIOUS OCCUPATION AND DESCRIPTION OF DUTIES PERFORMED: _____

COUNTY: _____

CHECK NUMBERS AFTER TYPES OF POSITIONS ACCORDING TO INSTRUCTIONS ON REVERSE SIDE OF THIS FORM

CLASS	1 MEDICINE & HEALTH	2 CIVIL ENGINEERING	3 LABOR & TRADES	4 CONSTRUCTION	5 EDUCATION	6 COUNSELING	7 WELFARE	8 AGRICULTURE	9 DOMESTIC & AGRICULTURAL	10 ACCOUNTING	11 ELECTRICITY
1	1 PRACTICAL NURSE	1 ABSTRACTOR	1 AUTOMOBILE MECHANIC	1 CHIMNEY	1 GENERAL TEACHER	1 BAKER	1 BOYS SUPERVISOR	1 APARTY INSPECTOR	1 SWITCHBOARD	1 ACCOUNT	1 TELEPHONE
2	2 GRADUATE NURSE	2 ATTORNEY	2 SHAPER	2 ROOFER	2 FOR BLIND	2 BUTCHER	2 HOUSEBROTHER	2 CUP REQUIREMENT	2 OPERATOR	2 JUDICIAL	2 TELETYPE
3	3 ANESTHETIST	3 BOLLER INSPECTOR	3 BLACKSMITH	3 INSURANCE MAN	3 FOR BLIND	3 BUTCHER	3 HOUSEBROTHER	3 CUP REQUIREMENT	3 OPERATOR	3 JUDICIAL	3 TELETYPE
4	4 SURGICAL NURSE	4 CRIME INVESTIGATOR	4 BRICKLAYER	4 DRAFTSMAN	4 HAND TRUCKS	4 BUTCHER	4 CHAPLAIN	4 DAIRYMAN	4 CALCULATOR	4 VITAL STATISTICS	4 FARM CAPITAL
5	5 DENTIST	5 CRIMINAL LABORATORY	5 BUILDING	5 STRUCTURAL	5 PLANE INSTRUCTOR	5 COOK	5 PRISON GUARD	5 ENTOMOLOGIST	5 INSULATING MACHINE	5 EMPLOYMENT	5 FARM CAPITAL
6	6 HEALTH NURSE	6 CHEMIST	6 FOREMAN	6 BRIDGE	6 CIVIL ENGINEER	6 INSPECTOR	6 FARM AGENT	6 LABORATORY ASST.	6 REFRIGERATING MACHINE	6 UNEMPLOYMENT	6 FARM CAPITAL
7	7 NURSING	7 INSPECTOR	7 ELECTRICIAN	7 INSPECTOR	7 FOR DEAF	7 DIETICIAN	7 FARM APPRAISER	7 FARM AGENT	7 REFRIGERATING MACHINE	7 CLAIMS EXAMINER	7 FARM CAPITAL
8	8 GENERAL	8 FINGER PRINT	8 GENERAL	8 INSPECTOR	8 FOR DEAF	8 DIETICIAN	8 FARM APPRAISER	8 FARM AGENT	8 REFRIGERATING MACHINE	8 CLAIMS EXAMINER	8 FARM CAPITAL
9	9 NUTRITIONIST	9 FIRE MARSHAL	9 HIGHWAY EQUIPMENT	9 LANDSCAPE	9 PRISON SCHOOL	9 ELEVATOR	9 SOCIAL WORKER	9 FARMER	9 STORES CLERK	9 TAX ASSESSMENT	9 FARM CAPITAL
10	10 OCCUPATIONAL THERAPIST	10 EMPLOYEE INSURANCE	10 LABORER	10 BUILDING	10 COMMERCIAL INSURANCE	10 FOOD SERVICE	10 SOCIAL WORKER	10 MEDICAL WORKER	10 PROPERTY CLERK	10 INSURANCE	10 FARM CAPITAL
11	11 PHYSICIAN	11 LABORER	11 MECHANIC	11 LABORATORY AIDE	11 MATERIALS	11 HOUSEKEEPER	11 CHILD WELFARE	11 CHILD WELFARE	11 INSPECTOR	11 INSURANCE	11 FARM CAPITAL
12	12 PUBLIC HEALTH	12 INVESTIGATOR	12 MASON	12 MINING	12 PHYSICAL EDUCATION	12 JANITOR	12 CHILD WELFARE	12 CHILD WELFARE	12 INSPECTOR	12 INSURANCE	12 FARM CAPITAL
13	13 HEALTH OFFICER	13 INSPECTOR	13 HOLDER	13 ENGINEER	13 INSURANCE	13 LAUNDRY HELPER	13 LAUNDRY HELPER	13 LAUNDRY HELPER	13 INSPECTOR	13 INSURANCE	13 FARM CAPITAL
14	14 LABORATORY	14 INSPECTOR	14 PAINTER	14 BRIDGE	14 CORRECTIONAL	14 CORRECTIONAL	14 CORRECTIONAL	14 CORRECTIONAL	14 CORRECTIONAL	14 CORRECTIONAL	14 FARM CAPITAL
15	15 BACTERIOLOGIST	15 INSPECTOR	15 PATTERN MAKER	15 PLUMBER	15 RADIO OPERATOR	15 RADIO OPERATOR	15 RADIO OPERATOR	15 RADIO OPERATOR	15 RADIO OPERATOR	15 RADIO OPERATOR	15 FARM CAPITAL
16	16 CHEMIST	16 RADIO OPERATOR	16 RADIO OPERATOR	16 RADIO OPERATOR	16 RADIO OPERATOR	16 RADIO OPERATOR	16 RADIO OPERATOR	16 RADIO OPERATOR	16 RADIO OPERATOR	16 RADIO OPERATOR	16 FARM CAPITAL
17	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 RADIO OPERATOR	17 FARM CAPITAL
18	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 RADIO OPERATOR	18 FARM CAPITAL
19	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 RADIO OPERATOR	19 FARM CAPITAL
20	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 RADIO OPERATOR	20 FARM CAPITAL
21	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 RADIO OPERATOR	21 FARM CAPITAL
22	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 RADIO OPERATOR	22 FARM CAPITAL
23	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 RADIO OPERATOR	23 FARM CAPITAL
24	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 RADIO OPERATOR	24 FARM CAPITAL
25	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 RADIO OPERATOR	25 FARM CAPITAL
26	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 RADIO OPERATOR	26 FARM CAPITAL

FIGURE 8. REQUEST FOR EXAMINATION ANNOUNCEMENTS (STATE OF MINNESOTA)

TO: ALL PROSPECTIVE APPLICANTS FOR STATE CIVIL SERVICE EXAMINATIONS

The State of Minnesota employs persons in approximately 500 classes of employment. It is the intention of the State Civil Service Department to give every citizen of Minnesota an opportunity to compete in examinations for vacancies in these classes.

Because it is administratively inadvisable to accept applications for positions before the examinations for those positions are officially scheduled, and because most persons in the State are not familiar with the classes of employment in the state classified service, the following procedure was devised to permit placement of names of interested persons on mailing lists to receive examination announcements.

On the reverse side of this form appear 240 titles of types of positions commonly found in state service. If you are interested in receiving announcements of examinations for any of these types of positions place a check mark over the number at the right of each type of position in which you are interested. It is not necessary to limit your choice to any group or any specific number of types of positions. The service will be most valuable to you, however, if you limit your choices to those types of employment for which you consider yourself qualified.

Fill in the additional information requested, place this card in an envelope and mail it to the Minnesota Civil Service Department, St. Paul, Minnesota. The State Civil Service Department will then send you announcements of the first five examinations held for positions you have checked.

This method of notifying you of examinations is a free and voluntary service to Minnesota citizens and carries no guarantee that every notice will reach you although all reasonable efforts will be made to achieve this purpose.

It is quite likely that several months may elapse before an examination is held for which you wish to receive a notice. We will appreciate it if you do not communicate with this department concerning examination schedules except to notify us of a change of your address.

MINNESOTA STATE CIVIL SERVICE DEPARTMENT.

Form CS-110 Rev.

STATE OF MINNESOTA
CIVIL SERVICE DEPARTMENT
STATE OFFICE BLDG.
ST. PAUL, MINNESOTA

POSTAGE

OPEN
HERE

PD 100 Separate applications must be filed for each examination or series of examinations applied for.	INDIANA STATE PERSONNEL DIVISION 141 S. Meridian St. Indianapolis APPLICATION FOR EXAMINATION	IMPORTANT Fill in with typewriter or ink. This application must be accompanied by cards PD 113 properly filled out.
Title of examination (position) for which you are applying: _____		Do you possess full U. S. citizenship? (check one) By birth _____ No _____ By naturalization _____
		Date of Birth _____ mo. _____ day _____ yr. _____ Age in years _____
Height _____ ft. _____ in. Weight _____ pounds	Sex (check) Male _____ Female _____	Marital Status Single _____ Widowed _____ Married _____ Divorced _____ Separated _____
		If a woman who is or has been married Date of marriage _____ mo. _____ day _____ yr. _____ Was your husband born in the U. S.? Yes _____ No _____
Are you a resident of Indiana? Yes _____ No _____		
Are you physically handicapped in any way? Yes _____ No _____ Have you ever been arrested for other than minor traffic violations? Yes _____ No _____ If your answer to either of the above questions is "yes" explain fully on additional sheets.		Do you claim preference as one of the following? (If so, indicate by check) War Veteran _____ Widow of a War Veteran _____ Disabled War Veteran _____ Wife of a Disabled War Veteran _____ _____ Widow of a Disabled War Veteran _____ <small>Veterans' preference is restricted to persons and wives or widows of persons who served in the army, navy, marine corps, or coast guard between April, 1898, and August, 1902, or between April 6, 1917, and November 11, 1918.</small>
LIST BELOW YOUR EDUCATION AND TRAINING		
Circle last grade: Grade school 1 2 3 4 5 6 7 8 High school 9 10 11 12 13	Name _____ Location _____	Diploma _____ Yes No Yes No Yes No
		Completion date _____ Year last attended _____
Business, Correspondence, other school 1 _____ 2 _____ 3 _____	Subject of Courses: _____ _____ _____	Length of course _____ Completed? Yes No Yes No Yes No
		Year completed _____ _____ _____
Name of college or university _____ _____ _____ Graduate school _____ _____ _____	Major: _____ Minor: _____ Degree: _____ Work taken: _____ Degree: _____	Highest year completed 1 2 3 4 Semester Hours credit _____ Years attended From _____ To _____ Years attended From _____ To _____
List any additional educational qualifications which are not indicated above. _____ _____ _____ _____		PRINT Name: _____ (last) _____ (first) Address: _____ City _____ Tel. _____ (middle)
For use by Personnel Division Only	Action Accepted Conditional Rejected	By _____ Date _____ Exp. Tr. Late Cit. Res. Age _____ Other _____ Form sent _____ Date _____
Accepted for: _____		Rejected for: _____

(Fill out reverse side completely)

FIGURE 9. APPLICATION FORM
(STATE OF INDIANA)

List below in order your work experience. Give complete answers on all positions you have held. You may attach additional sheets if necessary in order to give complete and detailed information. For "specific duties" list volume and kind of work, and the number and kind of positions supervised, if any. Emphasize your own specific tasks.

An example is shown.

Total yrs. employed			
4 11	Employing Firm <u>Brown Construction Co.</u>	Address <u>6000 Main St., Gary, Indiana</u>	
From <u>Sept. 1, 1936</u>	Your title <u>Carpenter Foreman</u>	Starting salary <u>\$22.50</u>	Last salary <u>\$30.00 wkly.</u>
To <u>Present</u>	Specific duties: <u>Boss crew of 6 laborers and 2 carpenters in building homes. We build one each month. I see that the men keep busy, that blue prints are followed; check on delivery of supplies and keep time for each man. When rushed, I work with the men in actual construction.</u>		
Full time? <u>Yes</u>			
Total yrs. employed			
yrs. mos.	Employing Firm _____	Address _____	
From _____	Your title _____	Starting salary _____	Last salary _____
To _____	Specific duties: _____		
Full time? _____			
Total yrs. employed			
yrs. mos.	Employing Firm _____	Address _____	
From _____	Your title _____	Starting salary _____	Last salary _____
To _____	Specific duties: _____		
Full time? _____			
Total yrs. employed			
yrs. mos.	Employing Firm _____	Address _____	
From _____	Your title _____	Starting salary _____	Last salary _____
To _____	Specific duties: _____		
Full time? _____			
Total yrs. employed			
yrs. mos.	Employing Firm _____	Address _____	
From _____	Your title _____	Starting salary _____	Last salary _____
To _____	Specific duties: _____		
Full time? _____			
Total yrs. employed			
yrs. mos.	Employing Firm _____	Address _____	
From _____	Your title _____	Starting salary _____	Last salary _____
To _____	Specific duties: _____		
Full time? _____			
If necessary, attach additional information which will give a more complete description of your qualifications, skills, knowledge, etc. See examination announcement for entrance requirements.			
<p>CERTIFICATE OF APPLICANT: I hereby certify that there are no misrepresentations in or falsifications of these statements and answers to questions. I am aware that should investigation disclose such, my application will be rejected and I may be disqualified from applying in the future for any examination.</p>			
Date _____		(applicant's signature) _____	
Make certain you have printed your name and address in the lower right hand corner on the front.			

FIGURE 9. (Reverse)

FIGURE 10. APPLICATION FORM
(SAN DIEGO COUNTY, CALIFORNIA)

[illegible]

This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There is a vertical margin line on the left side, creating a narrow left margin. The paper appears to be from a notebook or a standard ruled document.

IDENTIFICATION No. _____

DATE _____

WRITTEN PERCENTAGE _____

TEST PAPERS WITH _____

I hereby certify that all answers to the above questions are true, and I agree and understand that any misstatements of material facts contained in this application may cause forfeiture upon my part of all rights to any employment in the service of the County of San Diego.

1937

By Deputy

APPLICATION FOR FEDERAL EMPLOYMENT

Answer every question clearly and completely. Use typewriter or print in BLACK ink. Black entries assure appointing agencies better photographic copies. Use printed side ONLY. Give all names used, such as maiden names: Mrs. Mary Louise Jones, Do. If you are applying for a specific United States Civil Service Examination, read the Examination Announcement carefully, follow all directions, and mail this application to the office named therein; if not, mail with an explanatory letter to the U. S. CIVIL SERVICE COMMISSION, WASHINGTON, D. C., unless otherwise directed. Notify same office of any change of address.

This space for agency use.

ANSWER 1, 2, AND 3 ONLY IF APPLYING FOR A SPECIFIC EXAMINATION:

1. Place of examination (if a written test) or place of employment (if specified in announcement)

City and State

2. Name of examination: (See announcement for EXACT title)

3. Optional subject (if any):

AV.

This space for U. S. Civil Service Commission

To U. S. Civil Service Commission

☐ Appor.
☐ Nonappor.

☐ Mr.
☐ Mrs.
☐ Miss

(First) (Middle) (Last)

5. (R. D. or street number)

City or post office, and State

6. Date of birth (month, day, year).

7. Age last birthday:

8. Date of this application.

9. Legal or voting residence:

State

10. Telephone Residence—

Business—

11. (a) Check one:

☐ Male.

☐ Female.

(b) Check one:

☐ Single.

☐ Married.

☐ Divorced.

☐ Separated.

☐ Widowed.

12. Height, without shoes

ft. in.

Weight.

lb.

☐ Preference Allowed—
☐ Veteran.
☐ Disability.
☐ Wife.
☐ Widow.
☐ Disallowed.
☐ Closed.
☐ Indian.

O. S.

Gr.

E & E.

P & D.

Int.

Adm'd exam—

Approved by

Exam. date

Not. Ra.

Date Req.

☐ Material att'd.

☐ Material filed.

☐ Material ret.

13. Where were you born?

(town)

(State or Country)

14. Are you a citizen of the United States? (Check proper box) Unless otherwise instructed, naturalized citizens must submit along with the application, Naturalization Certificate, other foreign-born, documentary proof of citizenship. Documents will be returned.

Yes

No

15. Have you ever been arrested, or summoned into court as a defendant, or indicted, or convicted, or fined, or imprisoned, or placed on probation, or had any case against you been tried or have you ever been ordered to accept a trial or judgment without a trial or violation of any law or power, or regulation or ordinance whatsoever? If so, list all cases without any exception whatsoever, under item 45, page 4, giving in each case (1) the date, (2) your age at the time, (3) the place where the alleged offense or violation occurred, (4) the name and location of the court, (5) the nature of the offense or violation, (6) the penalty, if any, imposed, or other disposition. The above question includes arrests by military or naval authorities and disciplinary action imposed by courts martial, as well as in civil cases. If appointed, your fingerprints will be taken.

Yes

No

16. (a) Have you any physical defect or disability whatsoever? . . .

Yes

No

(b) Have you ever had a nervous breakdown? . . . If your answer to either (a) or (b) is yes, give full particulars under item 45, page 4.

Yes

No

17. Do you advocate or have you ever advocated, or are you now or have you ever been a member of any organization that advocates the overthrow of the Government of the United States by force or violence? . . . If so, give complete details under item 45.

Yes

No

18. Have you ever been discharged for misconduct or unsatisfactory service, or forced to resign from any position? . . . If so, state (under item 45), when and where employed and give the name and address of your employer and the reason for your discharge or forced resignation in each case.

Yes

No

19. Within the past 12 months, have you used intoxicating beverages? If so, specify: ☐ Occasionally. ☐ Habitually. ☐ To excess.

Yes

No

20. Are any members of your family or relatives (either blood or by marriage), employed by the United States Government excluding persons in the armed forces? . . . If so, give name, address, relationship, and branch of service of each such relative under item 45.

Yes

No

21. Are you NOW employed by the Federal Government? . . .

Yes

No

(a) If so, (Occupation or position) (Location)

(b) If you now are or have ever been so employed, give dates from 19 to 19 (Month) (Year) (Month) (Year)

22. (a) Were you ever in the U. S. military or naval service? . . . If so, give branch of service and date of last discharge:

☐ Army ☐ Navy ☐ Marine ☐ Coast Guard. Date

(b) Were all discharges granted under honorable conditions? . . .

Yes

No

(c) Have you already established military preference with the Civil Service Commission? . . .

If so, check kind of preference below:

☐ Disabled ☐ Wife of Disabled ☐ Widow of Veteran. Veteran. Veteran.

If you are applying for a specific examination, and wish to claim veteran preference in connection with it, attach C. S. C. (Preference) Form 14, together with the evidence specified therein.

23. Have you registered under the Selective Service Act? . . .

Yes

No

If so, give address of local board

If classified, give your classification

Your order number

24. (a) Are you now a member of any branch of military or naval reserve? . . .

Yes

No

(b) Are you now on active duty? . . .

Yes

No

25. Give number of persons completely dependent on you, other than husband or wife

26. Would you accept short-term appointment? . . .

☐ 6 Months ☐ 3 Months ☐ 1 Month.

Yes

No

27. (a) Would you accept appointment anywhere offered in the United States? . . .

Yes

No

Give location

preferences.

(b) Would you accept appointment outside the United States? . . .

Yes

No

Give locations acceptable

(c) Would you accept appointment in Washington, D. C. ? . . .

If so, and if you are applying for a specific examination, refer to the examination announcement to see if the Certificate of Residence (C. S. C. Form 12) is to be submitted. Proof of residence is required for many kinds of positions.

28. What is the lowest entrance salary you will accept? . . . \$. . .

You will not be considered for positions paying less, per . . .

29. Are you willing to travel? . . .

If so, specify ☐ Occasionally. ☐ Frequently. ☐ Constantly. Yes

No

30. How much notice will you require to report for work? . . .

FIGURE 11. APPLICATION FORM
(UNITED STATES CIVIL SERVICE COMMISSION)

31. (a) Have you ever filed applications for any Federal civil service examinations? (If so, list them below.) ☐ Yes ☐ No

Titles of examinations	Examined in what cities	Month and year	Rating
.....
.....
.....
.....

(b) Have you passed any State or other civil service examination (other than the above) within the last 5 years? If so give details under Item 45, Page 4 .. ☐ Yes ☐ No

32. EDUCATION: (a) Circle highest grade completed, elementary or high school 1 2 3 4 5 6 7 8 9 10 11 12. Did you graduate? ☐ Yes ☐ No

Name and location of school	Dates attended		Years completed		Degrees conferred		Semester hours credit
	From—	To—	Day	Night	Title	Date	
(b) College or university.....
.....
.....
(c) Other.....	Studies.....

(d) Undergraduate major subjects (20 or more semester hours)	Semester hrs.	Major subjects (graduate)	Semester hrs.
.....
.....
.....
.....

33. Indicate your knowledge of foreign languages.	READ Exc. Good Fair	SPEAK Exc. Good Fair	UNDERSTAND Exc. Good Fair	34. Are you now a licensed member of any trade or profession (such as electrician, radio operator, pilot, lawyer, CPA, etc.)? .. <input type="checkbox"/> Yes <input type="checkbox"/> No
.....	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	If not, have you ever been licensed? <input type="checkbox"/> Yes <input type="checkbox"/> No
.....	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	Give kind of license and State
.....	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	Earliest license (year).....
				Most recent license (year).....

35. REFERENCES: List five persons, who are not related to you by blood or marriage, who live in the United States, and who are or have been mainly responsible for close direction of your work, or who are in a position to judge your work critically in those occupations in which you regard yourself as best qualified

Full Name	Address (Give complete address including street and number)	Business or Occupation
.....
.....
.....
.....
.....

36. May Inquiry be made of your present employer regarding your character, qualifications, etc? ☐ Yes ☐ No

37. EXPERIENCE: In the space furnished below give a record of every employment, both public and private, which you have had since you first began to work. Start with your present position and work back to the first position you held, accounting for all periods of unemployment. Describe your field of work and position and, except for employments held less than three months, give your duties and responsibilities in such detail as to make your qualifications clear. Give name you used on pay roll if different from that given on this application.

PRESENT POSITION		Exact title of your position	Salary: Starting, \$.....
Place..... City..... State.....	From..... 19..... to..... 19..... (Month) (Year) (Month) (Year)		Per..... Final, \$.....
Name of employer:	Duties and responsibilities.....		
Address.....			
Kind of business or organization:			
Number and class of employees you supervised.....			
Name and title of your immediate supervisor.....			
	Machines and equipment you used.....		

FIGURE 11. (Continued)

Place..... From.....19.....To.....19..... (Month) (Year) (Month) (Year) Name of employer: Address Kind of business or organization: Number and class of employees you supervised Name and title of your immediate supervisor Reason for leaving	Exact title of your position Salary: Starting, \$..... Per Final, \$..... Duties and responsibilities Machines and equip- ment you used
Place..... From.....19.....To.....19..... (Month) (Year) (Month) (Year) Name of employer: Address Kind of business or organization: Number and class of employees you supervised Name and title of your immediate supervisor Reason for leaving	Exact title of your position Salary: Starting, \$..... Per Final, \$..... Duties and responsibilities Machines and equip- ment you used
Place..... From.....19.....To.....19..... (Month) (Year) (Month) (Year) Name of employer: Address Kind of business or organization: Number and class of employees you supervised Name and title of your immediate supervisor Reason for leaving	Exact title of your position Salary: Starting, \$..... Per Final, \$..... Duties and responsibilities Machines and equip- ment you used

If more space is required, use a continuation sheet (Standard Form No. 58) or a sheet of THIN paper, size 8 x 10½ inches. Write on each sheet your name, date of application, and examination title (if any). Use one side only. Enclose, unattached, with application.

FIGURE 11. (Continued)

Civil Service Commission, Evanston, Illinois
APPLICATION FOR CIVIL SERVICE EXAMINATION

IMPORTANT INSTRUCTIONS:

Read the information circular relating to this examination and make sure that you have complied with all the requirements.

Before you submit your application, see that all information called for has been supplied. If your application is incomplete it will be returned to you for completion, and the delay may affect your standing on the register.

Fill out this application on the typewriter or in ink.

All statements are subject to investigation and verification. Any false statements will be cause for rejection of the application, removal of your name from the register, or dismissal from the service.

You will be notified of the time and place of examination if an assembled examination is to be held.

BE SURE TO ADVISE THE CIVIL SERVICE COMMISSION, EVANSTON, ILLINOIS OF ANY CHANGE IN ADDRESS.

Identification No.	
Citizenship	
Veteran	
General Average	
Standing on the list	

Do not write in this space

TITLE OF POSITION:

(MISS) NAME (MR.) (MRS.)	First (Full)	Middle	Last
-----------------------------------	--------------	--------	------

ADDRESS . . . (House number) . . . (Street or R.F.D.) . . . (City) . . . (State) . . . Telephone . . .

LEGAL RESIDENCE . . . (City) . . . (County) . . . (State)

State length of continuous residence in Evanston immediately prior to this date . . . years . . . months.

AGE: . . . years and . . . months. BIRTH DATE . . . (Month) (Date) (Year) BIRTH PLACE . . . (City) . . . (State)

HEIGHT (in bare feet) . . . ft. . . . inches. WEIGHT (without overcoat) . . . lbs.

Are you a United States citizen? . . . (Yes or No) . . . If naturalized, by what court? . . .

Court located at . . . (City) . . . (State) . . . Certificate number Date of certificate

Do you claim military preference? . . . If so, were you in the military or naval service of the United States during the

years: 1898, 1899, 1900, 1901, 1902, 1914, 1915, 1916, 1917, 1918 or 1919 and honorably discharged therefrom? . . . (Yes or No)

Branch of service Rank

Give names and titles of relatives working for City of Evanston, if any

If you have ever filed previous applications for Evanston Civil Service examinations, give the titles, dates, and grades received of all such exam-

inations

What languages do you write?

What languages do you speak?

DO NOT DETACH

IDENTIFICATION NO.

Form 13 A

ADMISSION TO EXAMINATION

Fill in your name and address.

Name

Number and Street

City or Postoffice and State

Before presenting this slip at the place of examination, paste here an unmounted and unretouched photograph of yourself taken within the past two years. The photograph must show your features in sufficient detail for the examiner to identify you by it. Photographs will not be returned to applicants. Be sure the photograph is well attached. **YOU WILL NOT BE ADMITTED TO THE EXAMINATION UNLESS YOU PRESENT THIS SLIP WITH PHOTOGRAPH ATTACHED.**

Do not inquire about your examination score; results will be made available as soon as possible.

**FIGURE 12. APPLICATION FORM
(EVANSTON, ILLINOIS)**

EDUCATION

In space below, give a complete outline of your education and training, including dates.

	Name and Address of Schools	Circle highest grade finished	Date entered	Date left	Did you finish the regular course?	Do not write here
Grade School		1 2 3 4 5 6 7 8				
High School		1 2 3 4				

DESCRIBE FULLY BELOW ANY BUSINESS, CORRESPONDENCE, TRADE SCHOOL, OR COLLEGE TRAINING. GIVE FULL DETAILS REGARDING COURSES TAKEN, HOURS CREDIT, AND MAJOR SUBJECTS STUDIED:

Name and Address of Schools	Type of School	Dates of Attendance		Description of courses, Major Subjects, hours of credit received (use full space below)
		From	To	
		Yr. Mo.	Mo. Yr.	
		Mo. Yr.	Mo. Yr.	Did you graduate?
		Mo. Yr.	Mo. Yr.	Did you graduate?
		Mo. Yr.	Mo. Yr.	Did you graduate?

Give full title of degrees or diplomas (Do not abbreviate)

PERSONAL INFORMATION

CHECK MARITAL STATUS: Single () Married () Widowed () Separated () If a married woman, husband's name and occupation: HUSBAND'S NAME OCCUPATION

NUMBER AND DEGREE OF DEPENDENTS: CHILDREN (Fully dependent) (Partially dependent)

PARENTS (Fully dependent) (Partially dependent) OTHER RELATIVES (Fully dependent) (Partially dependent)

Have you ever been arrested, indicted, or convicted of any law violation other than a minor traffic violation? (Yes or No)

If so give name of court, date, nature of charge, and disposition:

Is there anything in your past record that might prevent you from obtaining a surety bond? (Yes or No) How many days have you been absent from work in the past two years? days. Have you been in the past or are you now addicted to the use of habit forming drugs? (Yes or No) Describe any physical handicaps or ailments you have and the corrective measures taken, if any:

Have you ever been forced to resign or been discharged from a position? (Yes or No) If so, give reason:

If the Civil Service Commission writes your present employer, will it jeopardize your position? (Yes or No) Give the name and address of your regular attending physician. (If none, so state)

In case of accident whom should be notified? (Name) (Address)

DO NOT WRITE HERE

CIVIL SERVICE COMMISSION, EVANSTON, ILLINOIS

Based on the statements in your application for examination made to the Civil Service Commission, you are:

Eligible for examination ☐

Not eligible for examination ☐

FIGURE 12. (Continued)

WORK HISTORY

Beginning with your PRESENT or LATEST employment or occupation, list in reverse order all of your work history. Give complete information (see model). If more space is needed, attach additional sheets, using the same headings as shown below for each position.

MODEL STATEMENT

Employer	Employment Period	Salary per month	Reason for leaving (Be specific)
J. C. Brown Company 508 North State St., Chicago, Ill. Type of business Gross broker Position Head bookkeeper	From June 1, 1935 To Sept. 1, 1936 Total months 14	Lowest \$90 Highest \$100	Work too heavy Resigned to take better position

Duties: Kept all books for employer and supervised office force of 1 cashier, 1 stenographer, and 5 clerks. Posted ledgers, made bank deposits, handled customer's credit, issued statements, made up office payroll. Operated typewriter, adding machine and bookkeeping machine.

PRESENT OR LATEST EMPLOYMENT

Employer	Employment Period	Salary per month	Reason for leaving (Be specific)
Address	From	Highest	
City and State	To	Lowest	
Type of business	Total months		
Position			
DUTIES:			

Employer	Employment Period	Salary per month	Reason for leaving (Be specific)
Address	From	Highest	
City and State	To	Lowest	
Type of business	Total months		
Position			
DUTIES:			

Employer	Employment Period	Salary per month	Reason for leaving (Be specific)
Address	From	Highest	
City and State	To	Lowest	
Type of business	Total months		
Position			
DUTIES:			

Employer	Employment Period	Salary per month	Reason for leaving (Be specific)
Address	From	Highest	
City and State	To	Lowest	
Type of business	Total months		
Position			
DUTIES:			

Employer	Employment Period	Salary per month	Reason for leaving (Be specific)
Address	From	Highest	
City and State	To	Lowest	
Type of business	Total months		
Position			
DUTIES:			

Employer	Employment Period	Salary per month	Reason for leaving (Be specific)
Address	From	Highest	
City and State	To	Lowest	
Type of business	Total months		
Position			
DUTIES:			

Attach Additional Sheets, if Necessary

DO NOT DETACH

Form 13-B

IDENTIFICATION NO.

NOTIFICATION OF RATING CIVIL SERVICE COMMISSION, EVANSTON, ILLINOIS

Fill in your name and address.

Name

Number and Street

City or Post Office and State

FIGURE 12. (Continued)

Give the names and address of three reliable persons, other than relatives or your past employers, who know you well enough to give information about you.

NOTE: Complete information on the following must be given by all applicants. Omissions will not be interpreted in favor of applicants. Persons eligible for appointment will not be certified for positions (1) Where the assigned salary is below the minimum indicated herein as acceptable; (2) For temporary periods shorter than the minimum indicated herein as acceptable. APPLICANTS MAY LATER CHANGE THEIR ANSWERS TO ITEMS BELOW, PROVIDED THAT THEY GIVE IMMEDIATE WRITTEN NOTICE TO THIS OFFICE.

What is the shortest period of temporary work acceptable to you? Days.

I hereby certify that this application contains no willful misrepresentation or falsifications, and that the information given by me is true and complete to the best of my knowledge and belief. I am aware that should investigation at any time disclose any such misrepresentation or falsification, my application will be rejected, my name will be removed from the register, I will be dismissed from the service, and I will be disqualified from applying in the future for any position under the jurisdiction of the Evanston Civil Service Commission.

.. ..
(Date)

DO NOT DETACH

Position	Education and Experience	Written Exam	Oral Exam	Average	Number on Register

The Civil Service Commission reserves the right to fingerprint all eligibles before appointment. It also reserves the right to require medical and driving examinations before certification or appointment.

198

COMMISSIONERS

JAMES V. BELLANCA, Pres.
FRED A. SCHOFF
JOSEPH WEDDA
CHESTER A. CAHN

Secretary and Chief Examiner

DONALD J. SUBLETTE

City of Detroit

office of

THE CIVIL SERVICE COMMISSION

15th FLOOR WATER BOARD BUILDING
735 RANDOLPH STREET

Referring to your request for application for the examination to be held

for _____ on _____,

kindly be advised that applicants must have the following requirements:

1. Full United States citizenship (proof to be produced, if requested).
2. Residence within the corporate limits of the City of Detroit for at least one year continuously, immediately prior to the date of examination.
3. On the examination date, age must be _____.
(Proof to be produced, if requested.)

THE RULE REGARDING RESIDENCE AND AGE DOES NOT OPERATE TO EXCLUDE UNITED STATES SOLDIERS, SAILORS OR MARINES, OR THOSE FORMERLY IN SUCH SERVICE. INDIVIDUALS WHOSE AGE OR RESIDENCE WOULD OTHERWISE MAKE THEM INELIGIBLE FOR TAKING PART IN THE EXAMINATION MAY MAKE APPLICATION ONLY UPON CONDITION THAT THEY SUBMIT PROPER PROOF OF SERVICE IN THE ARMY, NAVY OR MARINE CORPS ON OR BEFORE THE DATE OF THE EXAMINATION.

If you have all of the above general requirements and wish to compete in this examination, kindly file in this office, complete evidence of eligibility on or before _____, and application will be immediately forwarded to you.

Very truly yours,

CIVIL SERVICE COMMISSION

(Signed) Donald J. Sublette

Secretary and Chief Examiner

FIGURE 13. COMMUNICATION TO APPLICANTS
(DETROIT, MICHIGAN)

1. Do Not Detach Cards

PLACE
ONE CENT
STAMP
HERE

(1.)	Titles of Positions: Specify option(s), if any:
(2.)	
(3.)	
(4.)	

Your Name _____

 Your Address _____

Print or type your name and address, and titles of positions for which you are applying.

STATE OF ALABAMA—STATE PERSONNEL DEPARTMENT

☐ Your application has been accepted for the positions indicated by check on reverse side of this card, and you will be notified later of the exact time and place of the examination.

Your application for positions crossed out on reverse side is not acceptable in its present form for the reasons checked below:

1. ☐ It does not indicate that you have had the required experience. If you have had the experience but neglected to indicate it, we will be glad to reconsider your application if you will submit the supplementary information immediately.
2. ☐ It does not show that you meet the minimum educational requirements.
3. ☐ Your application reached us or was postmarked after closing date for accepting applications.
4. ☐ Your application does not indicate that you have been a legal resident of Alabama for one year immediately prior to application date.
5. ☐ Photograph did not accompany application. Send us immediately a recent photograph with your name and examination title written on reverse side.
6. _____

FIGURE 14. NOTICE TO APPLICANTS
(STATE OF ALABAMA)